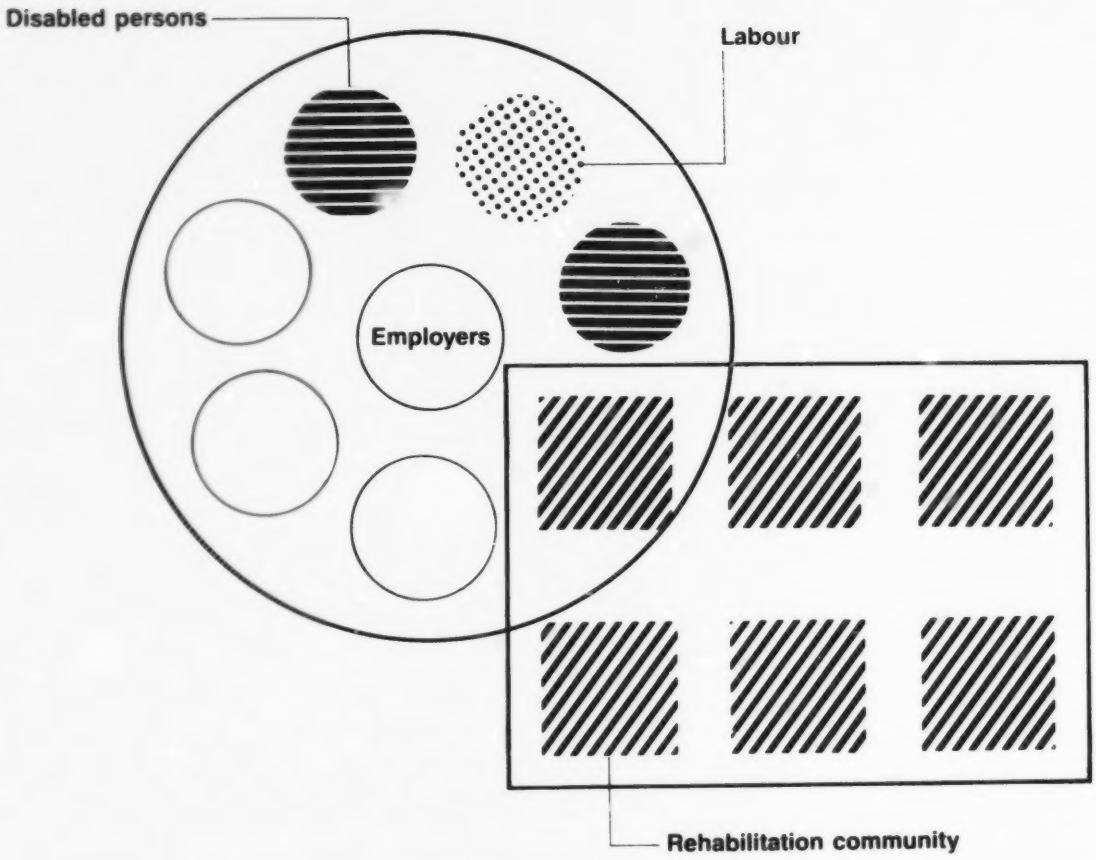
# Linking for Employment




A Report of the Task Force on
Employers and Disabled Persons
*Jean Pigott, Chairperson*

# LINKING

# FOR

# EMPLOYMENT

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Task Force on
Employers and
Disabled Persons

Groupe d'études sur les
employeurs et les
personnes handicapées

(416)963-1475

September 13, 1983

The Honourable Russell H. Ramsay,
Minister of Labour,
400 University Avenue,
Toronto, Ontario.
M7A 1T7

Dear Mr. Minister:

We are pleased to submit the report of the Task Force on Employers and Disabled Persons entitled "Linking For Employment".

Contained in this report is a new concept of employer involvement in the employment of disabled persons. The concept reflects, we believe, the needs as expressed by employers, disabled persons, members of organized labour, and representatives from the rehabilitation community. Implementing the concept will be a challenge to all employers and members of the disabled community who wish to see more disabled people being productive contributors in competitive work settings. Government can significantly facilitate the implementation process by its support and encouragement. We urge government to do so.

We are grateful for the assistance provided throughout the study by the staff of your Ministry, the Worker's Compensation Board and the Ministry of Community and Social Services. Equally, we appreciate the time and effort of the disabled people, the consumer organizations and the vast number of representatives from voluntary and government agencies throughout Ontario.

The task has in every sense been challenging and rewarding to all three of us.

Yours very truly,

Jean Pigott,
Chairperson.

Kevin Lamarque

Ronald Smith

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## SUMMARY

In the past decade employers' organizations, the voluntary sector and government agencies have increasingly promoted more direct employer initiative in enhancing employment opportunities for disabled persons. While the reports emanating from these parties have emphasized the positive experiences of employers who have hired disabled persons they have failed to present a workable structure that would provide employer participation and leadership in the preparation for employment and provision of employment opportunities to the diverse range of disabled persons. This report addresses this particular deficiency by making organizational recommendations to create new linkages between the direct participants - employers and disabled persons - and improved focus for the contributive participants - members of the rehabilitation, medical and education communities - through the creation of a new employer-based concept.

The linkages proposed in the report are designed to:

1. increase employers' familiarity with the abilities of disabled persons.

2. increase disabled persons' familiarity with employment opportunities and the dynamics of the labour market.

3. increase the opportunities for relevant employment related training of disabled persons in regular education or work settings.

4. increase the opportunity for career placement of disabled persons in competitive employment.

Support for a new employer-based concept is founded on three main considerations:

1. the experiences of employers who have actively hired and/or retained disabled persons,

2. the success of community-based approaches that have been implemented in other jurisdictions, and

3. the needs as identified by disabled persons and members of the rehabilitation community.

Each of these foregoing considerations is extensively discussed in the report.

The report emphasizes the need to build on successful linkages that are beginning to develop at the community level. In particular, the report discusses:

- the emerging relationship between many positive employers and the rehabilitation community with respect to specialized personnel services.

- the increasing consultation in some communities between employers and disabled persons' organizations about training, technical aids, job re-design and accommodation.

However, the sporadic nature of the foregoing activities is also discussed and it is argued that a need exists for an ongoing mechanism to provide appropriate linkages between employers and disabled persons to address such ongoing issues as:

- employment needs
- job-readiness
- appropriate training
- candidate placement

Some Models

The task force examined two models that have some important features that could be applied to enhancing employer involvement in disabled employment. The first, an American model known as "Project with Industry" (PWI) has been successfully operating in a number of cities in the United States for more than a decade. Experience with this model has shown disabled people with training geared to the manpower needs of industry and business can be readily absorbed into competitive work. The second, an Ontario based model, known as Community Industrial Training Committees (CITCs) has been in existence since the late 1970s. Experience with these employer-based voluntary committees has shown that employers can and are willing to identify, design and encourage the delivery of appropriate skills trades training that responds directly to the practical needs of employers.

The features of these models are highlighted in the report and are applied in the development of the proposed new concept of employer involvement in disabled employment.

A New Concept for Employer Involvement

The informed reader may wish to move directly to Chapter 4 of the report, which is comprehensive and contains the primary recommendations of the task force.

A number of principles underpin the organizational concept presented in the report. Foremost among these are flexibility and a clear distinction between the direct participants in the disabled employment market and the contributive participants who service them.

Flexibility is essential, for, as the task force discovered, the employment needs and conditions of every community in Ontario are different. Each is subject to fluctuations in the marketplace, changing social values, advances in technology, etc. Change is accelerating, and, accordingly, an organization to assist in advancing employment opportunities for disabled persons must be flexible enough to adopt to these changing conditions.

A clear distinction between the direct participants and the contributive participants is also essential. This principle, more than any other, is central to the implementation of the proposed planning mechanism that permits the local employer community to strengthen the linkages amongst the direct participants, and between the direct participants and the contributive participants.

Community Resource Council

The cornerstone of this new linkage system, entitled by the task force the Community Resource Council (CRC) would have an employment focus

mandate, which, along with the principles, is described in the report.

The task force recommends that members of the CRC be drawn primarily from the direct participants (employers and disabled persons), but recognizes that in most communities it will be equally important to include representation from the labour movement in order to reflect the employment-characteristics of the community. The task force also recommends that the chairperson come from the employer sector.

In this report the individual tasks of the CRC are considered. It is suggested that some of these be undertaken by subcommittees chaired by Council members, but which also contain appropriate representation from the community at large.

The task force suggests that the initial emphasis in the creation of CRCs should be on the voluntary formation of geographically-based councils. These councils would focus on initiatives to solve specific community-based needs and problems. Members of these councils would be resident within the geographic area.

Sectoral councils targetted at specific industry sectors merit further study, particularly given the success of such models through the PWI approach. Electronics and data processing seem particularly relevant to a sectoral model. The report suggests that the examination of sectoral models should be completed within a year.

Professional Advisory Committee

The task force acknowledges that the direct participants cannot and should not work alone. Accordingly, it recommends that members of the CRC working in co-operation with the existing rehabilitation community encourage the formation of a Professional Advisory Committee composed of representatives from the Vocational Rehabilitation Services of the Ministry of Community and Social Services, Vocational Rehabilitation Services of the Workers' Compensation Board, representatives from local workshops, the Ministry of Health, the Ministry of Education, the Ministry of Colleges and Universities and the Canada Employment and Immigration Commission. To provide a formal linkage between the direct participants and the contributive participants it is recommended that one member of the Professional Advisory Committee be appointed as an ex-officio member of the CRC.

The task force envisages four advantages to the contributive participants in the formation of the CRC. Specifically, the report suggests that:

1. The CRCs provide a much needed direct link with employers.

2. The CRCs provide a forum for the existing agencies to test and examine policies and programs that might be relevant to community needs.

3. The CRCs provide a much needed focus to encourage the co-ordination of activities between agencies.

4. The CRCs also provide a positive indication to the rehabilitation community and to disabled people that employment is a potentially achievable goal.

Provincial Committee of Community Resource Councils

The formation of the CRCs provides an opportunity to create a potentially powerful mechanism to advise government on disabled employment from an employer's perspective. The report encourages the formalization of this input through the creation of a Provincial Committee of Community Resource Councils.

Funding and Implementation

Initiating the concept will require some 'seed' funding. The report recommends that the Government of Ontario initiate discussions with the Canada Employment and Immigration Commission to explore alternative cost sharing arrangements to provide such funding.

Once funding has been determined, implementation should commence. It is proposed that implementation should be aided by government through the creation of a small two to three-person task team, which would meet with employers' and consumers' organizations for the purpose of stimulating discussion between the parties and encouraging the early formation of councils designed specifically to meet each communities' needs.

## PREFACE

> 'Working and the job is not only the primary means of economical self-sufficiency, it is also the central element of social cohesion.'[1]

In April 1982 the Task Force on Employers and Disabled Persons was appointed by the Ontario Minister of Labour, the Hon. Russell H. Ramsay, to assess and make practical recommendations on how employers can work together within their communities to advance employment opportunities for disabled persons. (See Appendix A for a definition of disability as set out by the Human Rights Code). To undertake this responsibility the task force was requested to:

- review successful initiatives undertaken by employers to provide employment opportunities for disabled persons;
- obtain employers' views on the areas of greatest employment opportunity;
- obtain employers' views on means of overcoming actual or perceived barriers hindering employment opportunities for disabled persons;
- determine means of increasing co-ordination between employers and consumer groups,[2] labour organizations, voluntary agencies and government regarding employment of disabled persons.

As is evident from the foregoing, the task force mandate was narrowly focused on employers and the means of advancing opportunities for disabled persons. This focus is consistent with the mandate specifically assigned to the Ministry of Labour. During 1981, the International Year of Disabled Persons (IYDP), the Minister of Labour and the ministry's Handicapped Employment Program promoted several initiatives to enhance employment of disabled persons. Foremost among these was a series of luncheon speaking engagements at which the minister addressed chief executive officers in various communities across the province. Throughout these initiatives, employers frequently asked, 'What can we do ourselves to expand the employment opportunities for this sector of our society?' In order to continue the dialogue that the ministry developed during IYDP, and to assist in answering this question, the task force was created.

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1) James T. Magee, Thomas J. Fleming, and James Geletka, P. 21. "The New Wave in Rehabilitation: Projects With Industry". American Rehabilitation, March/April 1982, 21.

2) The term 'consumer' has, in recent years, been used increasingly to refer to disabled persons as they have advanced their goal of independence and integration in society through the efforts of a vocal self-help movement(s), which enunciates their desire to plan their own future and to share in the development of the general well-being of disabled persons.

In the early stages of the inquiry the task force was frequently asked to define the disability groups, the type and size of employers and the type of employment to be included in the study. The task force chose not to put limitations on the investigation and accordingly determined that:

- No disability group would be excluded and, therefore, interviews would be sought with employers employing physically, developmentally and/or mentally disabled persons;

- Both public and private sector employment would be considered. While the focus in this type of study is often on the private sector it was determined that in many communities the public sector (federal, provincial and municipal governments, school boards, hospitals, etc.) represents the majority of employment opportunities. It became clear that organizations in the public sector are major employers and should be positive contributors to the employment of disabled persons.

- Focus would be on competitive employment as distinct from sheltered employment. Included in this category would be full-time and part-time employment, employment carried out at home and time-shared employment.

To ensure a comprehensive overview of what might be both desirable and possible, the work program followed by the task force was structured to consider opportunities for individuals with varying forms of disability with both large and small employers in the public and private sectors in cities and towns throughout Ontario. The task force therefore:

- interviewed

  a broad cross-section of employers throughout Ontario;

  representatives from a number of employer associations;

  representatives from the Ontario Federation of Labour, labour councils and many union locals in communities throughout Ontario;

  members of the rehabilitation community, including representatives from Vocational Rehabilitation Services (VRS), the Workers' Compensation Board (WCB), local voluntary agencies, private rehabilitation services and medical rehabilitation centres;

  officials from the Handicapped Employment Program of the Ministry of Labour, the Ontario Manpower Commission, the Ontario Advisory Council on the Physically Handicapped and the Office of the Provincial Co-ordinator, Rehabilitation Services;

  federal authorities providing placement services to the disabled and financial assistance programs to employers;

  representatives of consumer organizations;

  representatives of the education community;

- conducted a seminar with U.S. rehabilitation specialists who have developed co-operative partnerships between business, local government and rehabilitation facilities; and

- reviewed relevant documentation from both domestic and foreign sources.

This inquiry could not have been undertaken without the co-operation, information and assistance provided by the above-mentioned organizations, employers and individuals. We acknowledge their contribution with gratitude.

## INTRODUCTION

The subject of employer involvement in rehabilitation and the preparation of disabled persons for mainstream jobs is not new, but has received fresh attention in recent times. For many years, as governments expanded their programs for disabled persons, employers limited their participation in employment-related activities to financial support of, and an advisory role on, voluntary boards. While this indirect employer involvement has been valuable, particularly to the rehabilitation professional, it has unfortunately failed to translate into widespread creation of employment opportunities for disabled persons in competitive work settings.

Recognizing this shortcoming, employer organizations, the voluntary sector and government agencies have, in the past decade, increasingly promoted more direct employer initiatives in the hiring of disabled persons. Numerous reports have focused on the positive experiences of employers who have hired disabled persons and on the barriers that have traditionally limited opportunities for these potentially valuable contributors.[3]

All of these efforts, though laudable, have fallen short in one respect. While calling for greater employer involvement, they fail to present a workable structure that would provide employer participation and leadership either in the preparation for employment or in the provision of opportunities to the diverse range of disabled persons. In this report we intend to address this particular deficiency through the development of a concept of organization directed towards meeting the employment needs of employers and disabled persons at the community level.

The concept should be considered as a central ingredient of a longer-term strategy to enhance the employment opportunities of disabled persons. It has been designed to respond to the rapidly changing economic, social and technological conditions that characterize today's employment market. It is not a 'quick-fix' solution to the unemployment problems facing both non-disabled and disabled persons. Rather, it is an approach to redressing the balance in the disabled employment system by creating new linkages between the direct participants - employers and disabled persons - and improving the focus for the contributive participants - members of the rehabilitation, medical, and education communities. It is also an approach that will permit employers with a sense of social responsibility to their community to interact directly with disabled persons to enrich their opportunities for competitive employment.

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3) Employers should review the recent reports:

a) Bridging the Gap, a report on the Conference on Employment and Disabled People, Toronto, September, 1981. This report is available from the Ontario Social Development Council, Suite 404, 1240 Bay Street, Toronto, Ontario M5R 2A7

b) Employment, Directions for Action, a report of the Canadian Organizing Committee for 1981 the International Year of Disabled Persons. This report is available by writing to Box 1981, Station C, Ottawa, Ontario. K1Y 4N9

The development of a new employer-based concept is appropriate at this time for three reasons:

1. Disabled persons have growing abilities and expectations. In recent times, the disabled community has clearly transmitted the message that its members can be productive contributors and that employment is, for them, as for most people, a key to an independent, integrated, creative and fulfilling lifestyle. Unfortunately, the goal of employment continues to elude many disabled citizens. However, the opinions emanating from many recent studies and from the variety of conferences, seminars and workshops associated with IYDP has made it clear that:

    - disabled persons are increasingly capable and anxious to assume responsibility for decisions that affect their lives;

    - training and the effective use of human systems engineering can assist virtually every disabled person, including many of Ontario's most severely disabled men and women, to develop significant vocational competence;

    - the introduction of disabled persons into integrated settings is not only desirable, but can also be used effectively to make an individual more competent and independent; and

    - as a result of direct action, determination and advocacy, disabled persons are overcoming many of the barriers that traditionally have blocked employment opportunities, and are striving for integration in community living and working environments.

2. Employers are looking increasingly within their own organizations and communities for means to utilize human resources more productively. Today, many employers in both the public and private sectors are more conscious of the need to reduce employee turnover, to match individuals more effectively to tasks and to provide appropriate training to enhance the contribution of employees facing changing conditions, new technologies and increasing interdependency. The importance of human resources management has caused some employers to explore new participative arrangements at the workplace and in the community that may lead to more effective development and utilization of human resources. Some of these that may have positive benefits for disabled persons include:

    - greater employee involvement in work redesign;

    - closer collaboration between employers, local high schools and community colleges on appropriate job-related training;

    - closer collaboration between employees, unions and management on the introduction of technological change; and

    - more careful delineation of skill requirements for particular jobs.

Disabled persons should not be excluded from these considerations. The apparent attitudinal changes and the emerging participative approaches

provide greater opportunity for employers to work more closely with disabled persons and their representatives on the identification both of job opportunities and skill requirements, the modification of work activity and the actual training to develop appropriate skills to meet the emerging opportunities.

3. Consideration must be given to rising costs to support those disabled persons who can and want to work. Income security for these individuals has become a significant area of government expenditure. Support to employable disabled persons is not recorded separately, but it could amount to a significant portion of the $55,000,000 spent in 1981 on support to disabled persons.[4]

   However, this tangible cost to society often does not reflect the substantial loss of esteem and self-worth that the disabled person feels from being excluded as a productive contributor to society. Recognizing this, governments have directed considerable program activity and new legislation to increasing the integration of disabled persons into the mainstream of community life. Governments have encouraged improved transportation and community-based independent living centres for disabled citizens. New legislation has been targetted at integrating disabled children into the mainstream education system, and the transfer of disabled persons from provincial facilities to community-based facilities. All of these developments will further facilitate the employment potential of disabled persons. It is expected that future government initiatives will continue to be directed toward the community level.

**Barriers Affecting the Employment of Disabled People**

The development of a new employer-based concept must focus on overcoming the actual and perceived barriers hindering employment opportunities. Three impediments were most frequently emphasized during this inquiry - the absence of familiarity with the abilities of disabled persons, the absence of linkages within the community among employers, rehabilitation professionals and disabled persons and the absence of appropriate education, occupational skills and/or work experience of disabled job applicants.[5]

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4) The $55,000,000 is based on discussions held with officials of the Ministry of Community and Social Services, but the task force cautions the reader on the interpretation of this figure, since it pertains only to income security. Other costs, such as those associated with sheltered workshops, aids, etc., are not included.

5) Over the past few years a variety of factors (work site architectural barriers, transportation barriers, attitudinal barriers) have been cited as affecting the ability of disabled persons to obtain and/or maintain employment. These factors were conveniently summarized by the Canadian Organizing Committee for 1981, and have been reproduced in Appendix B. The task force concurs that these are significant impediments and can be considered within the context of the concept presented in this report.

Lack of knowledge of the various types of disability and of what activities would or would not be affected by such disabilities leave many employers ill-equipped to assess a disabled person's employment potential. Many people are unable to distinguish between a 'disability' and a 'handicap' and label all disabled persons as 'handicapped', not realizing that many disabilities need not prevent or reduce a person's ability to perform a certain job. Likewise, uncertainty and lack of knowledge underpins many of the bottom line concerns often raised by employers - productivity, standards of performance, absenteeism, occupational health and safety, costs associated with benefit provisions, performance evaluation and firing, reaction of other employees and reaction of the public. Clearly, there exists a need for making recruiters, managers, supervisors, owners and chief executive officers more aware of the capabilities of disabled persons for certain occupations.

Lack of knowledge also extends into the workplace with respect to job restructuring and overcoming systemic discrimination in the provision of entry-level hiring. From our observations, many of the accommodation barriers, whether they pertain to physical accommodation or to the utilization of assistive devices, continue to exist because of lack of understanding and information. Employers are not aware of the more than 20,000 assistive devices that are available to accommodate a disabled individual in a previously unattainable job/occupation. Likewise, they are not aware of the even minor changes that can often be made in the workplace at very little expense.

Problems of linkages are prevalent throughout the disabled employment field. Employers who actively employ disabled people indicated a lack of familiarity with the different rehabilitation agencies and the services they can provide, with the consumers and the consumer organizations and with fellow employers who are also hiring and retaining disabled persons. A similar message was also heard from the rehabilitation specialists and from disabled persons. Rehabilitation specialists indicated that they were unfamiliar with either the future employment prospects in the community or the specific jobs that were immediately available. Consumers expressed concern about their lack of familiarity with the dynamics of the labour market.

Regrettably, until recently, normal educational opportunities have been denied to many disabled citizens, particularly at the post-secondary education level. Likewise, the educational benefits associated with simple normal life experiences, such as a summer job, were not within the grasp of some disabled youngsters as they were growing up. Often, too, limited access to education has been compounded by the attitudes of some parents and others who believe that a disabled person will never be capable of gainful employment. As a result of these attitudes, many disabled persons have been unable to gain work experience, even of a part-time nature. This combination of lower educational attainment combined with the lack of work experience has prevented the disabled person from obtaining either the technical or the social assets required to compete in the job market on an equal basis with others.

**A Concept for the Future**

In this report the task force will present a new community-based organizational concept focusing on enhancing employment opportunities for disabled persons. In developing the concept, three considerations attracted the attention of the task force. In particular:

1. The concept should be structured to utilize the qualities that exist in those organizations that have actively hired and retained persons with

disabilities. Understanding these qualities could lead to a more effective implementation of the concept. We, therefore, carefully consider the qualities of the positive[6] employer in Chapter 1.

2. The concept should be responsive to changes occurring at the international, national, provincial and community levels that could both positively and negatively impact on employment opportunities for disabled persons. These changes are addressed in Chapter 2.

3. The concept should be built on the positive initiatives of employer involvement that have been developed and implemented at the community level in both Ontario and elsewhere. Much of the credit for these initiatives must go to a few individuals, who, in some cases, have included employers, members of the rehabilitation and education communities and the disabled. These positive initiatives and their relationship to employers are addressed in Chapter 3.

The concept is presented in Chapter 4. It addresses the need for clarity in roles, improved co-ordination and linkage at the community level and the development of imaginative partnerships focusing on disabled employment. For those readers generally familiar with the subject matter of Chapters 1, 2 and 3, we recommend you move directly to Chapter 4. This chapter is comprehensive and contains all the elements of the task force recommendations.

The task force is confident that the concept will enable a greater number of disabled persons to be significant contributors in the work force. Our province-wide interviews and our review of the literature convinces us that a record of positive employer experience has, today, replaced speculation and doubts about the costs and considerations involved in accommodating disabled workers.[7] Aptitude. Attitude. Attendance. These are the ultimate criteria that employers use to evaluate present or potential employees. The evidence from employer experience is clear: With proper training, support and matching of candidates and jobs, disabled people are performing with average or often better-than-average productivity, attendance records, safety performance and work attitudes. It is vital that these experiences and facts are known and shared widely. This report, in addition to addressing the employer role, has been designed to aid the information sharing process and to provide an overview of the practical considerations and benefits that are involved in utilizing the many and varied abilities that disabled persons in our society have to offer. It also focuses on the steps employers may take to increase the opportunities for disabled persons to enter the competitive labour market, given today's economic and social conditions. The findings are based on the views of many employers and rehabilitation professionals throughout Ontario who have undertaken successful initiatives and who have overcome barriers to increase employment opportunities for disabled persons.

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6) The adjective, positive, modifying employers is used throughout the report to describe employers who have taken the initiative to hire and retain disabled persons.

7) See Bibliography on Page 55.

## CHAPTER 1

## EMPLOYING DISABLED PEOPLE - SOME SUCCESSFUL INITIATIVES

Within Ontario there are many employers who, over the years, have successfully provided employment opportunities for disabled persons.[8] It was these employers that the task force searched for in an attempt to address four central questions:

1. What are some of the underlying reasons for employers to be involved in the hiring of disabled persons?

2. What are the characteristics of these employers that facilitate disabled employment?

3. What are the linkages that employers have within their community that support the hiring and/or retention of disabled persons?

4. What are employers' opinions about the continuing issues associated with disabled employment?

In this chapter we highlight our findings. We summarize, in Appendix C, some of the more significant ones so that they might be considered models for application by both public and private sector employers.

### Rationale for Involvement

Employers interviewed by the task force repeatedly emphasized that hiring disabled persons is a good business decision. Through careful job analysis and selective placement, employers are finding that disabled employees fit a unique manpower need. Specialized and, in some cases, enriched, training and education, an ability to apply great concentration to the performing of work that is repetitive, a willingness to adapt to changing working conditions (technology and permanent part-time employment, etc.) and an enthusiasm for work are all qualities that, to varying degrees and under varying circumstances, employers mentioned as reasons for their being involved in the employment of disabled persons. Appendix C itemizes the experiences of some employers who have attempted to quantify the performance of their disabled employees. The following record provides a summary.

Job Performance When properly matched with job requirements, disabled employees' productivity is rated average or better-than-average in most cases.

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8) Unfortunately, finding these employers is not easy for, as the task force was to find, few publicize their affirmative hiring practices. Most do not consider their hiring or retention practices extraordinary and, in some cases, the disabled employees themselves, not wishing special status, have requested their employers not to promote their experience. This latter situation is consistent with 'normalization' within society to which many disabled persons aspire, particularly when employment is obtained.

Attendance The record indicates that, in general, disabled workers get to work on time and their attendance record is average or better than fellow workers'.

Turnover Disabled employees are rated average or better, with respect to turnover;

Safety Disabled employees have average or better-than-average safety records, both on and off the job;

Accommodation In almost every case, expenditures on workplace adjustments and technical aids have been minimal and have been more than offset by attendance and productivity results.

The foregoing positive record is based on disabled individuals working in competitive settings at regular (not subsidized) wage rates. The facts are impressive, but they fail to point out that disabled employees who bring stability to the workplace also have a positive impact on the attitude, productivity, housekeeping and general high performance of all workers in a work setting. It is important that employers at the community level share these encouraging experiences. Accordingly, the task force has concluded that future means of increasing employer involvement must be built around employers who have recognized and experienced the value in hiring disabled persons.

**Characteristics of Positive Employers**

The task force found that positive employers have a style of management that acknowledges the importance of human resources to their enterprise. Careful manpower planning, thoughtful human resource allocation and a sense of community were qualities common to most employers who were interviewed. The following listing summarizes the key characteristics that were exhibited by both major manufacturers and/or smaller service industries such as office cleaning and car washing.

- Senior management is committed to providing equal employment opportunity and communicating this commitment to all organizational levels. Where this commitment exists, the chief executive officer, head administrator or owner frequently oversees the implementation of a permanent long-term program of special employment opportunity for disabled persons. In some instances an individual who reports directly to the CEO is designated and is charged with the responsibility of overseeing the implementation.

- The safety and well-being of all employees is a concern of the company. If the company is unionized, appropriate clauses are usually built into the collective agreement, and the union is a participant in the design of programs to increase the opportunities for disabled persons;

- Co-operation and team work are encouraged amongst disabled and non-disabled workers. The concept of the buddy system is being used effectively by a number of employers, particularly those who have experienced productivity gains through a team approach to management. In these settings, non-impaired employees often assist disabled new employees to become familiar with the social milieu of the workplace and with any technical aid disabled employees might require;

- Disabled employees are carefully placed to maximize their abilities and their contribution. They participate in decisions about essential duties, appropriate employment and the conduct of work and career planning;

- The employer exhibits a willingness to make reasonable accommodations to address the needs of disabled employees. In these settings capital spending is oriented not only to technology, but also to an appropriate amount of human engineering.

- These employers place a strong emphasis on training to increase the technical and social skills appropriate to the work environment.

- The employer initiates a program of education and promotion within the organization to change and modify those attitudes that limit the opportunities for employment and advancement.

Overall, positive employers function in a participative, collaborative manner with their employees and with the union, where one exists (see Appendix D). They have a sound understanding of what is needed to perform a job, and consider training to be an important component of the development and safety of the work force. The successful employers of the future, whether large or small, will, we believe, possess many of these characteristics and so will provide expanded opportunities for disabled citizens. However, one should not anticipate a rapid short-term growth of employment opportunities for disabled persons; these will develop primarily in the course of economic adjustment and as closer linkages are established between employers and disabled persons.

**Linkages with the Rehabilitation Community**

The task force found that positive employers approach the hiring and retention processes in a planned and informed manner that is consistent with their overall human resource management policy. This is not to insinuate that they are burdened with procedure manuals and personnel policies, but, rather, are cognizant, through a planning process, of the direction of their enterprise and of the types of resources needed to achieve their overall corporate goals. Often, they hire persons with disabilities directly through their normal employment channels. However, not surprisingly, the task force found that they had also developed unique linkages with the rehabilitation community and consumer groups for two reasons:

1. They recognize that the integration of some disabled persons require more support than they are able to offer within their own organization.

2. They recognize that, as a contributor to their community, they can provide opportunities for work stations and/or short-term transitional employment that will allow disabled candidates to participate in a program of evaluation for future career opportunities.

To understand the value of these linkages, one must consider the operation of the labour markets. Employers enter the labour market infrequently. Today, faced with uncertain market conditions, they have trimmed their organizations to the point that when a vacancy does occur it must be filled through a hiring process that is simple, cost efficient, has a minimum of paper work and provides easy access to productive job-ready candidates. Employers are interested in what is termed the marginal productivity, or the additional contribution and output that a new worker can provide to an organization.

The market is, however, not perfect, and as a result, employers take risks when hiring. They do not know a new employee's productivity or potential. In the past, they have sought to minimize the risk by looking for productivity indicators in the people they hire. Such productivity indicators might include general health, education, work and life experiences, specific or general training, etc. Positive employers have come to learn that vocational rehabilitation agencies can provide an employer with evidence of a potential employee's productive talents that can be used by the organization. Once an employee has been found and trained, there are strong economic reasons for the employer to want the employee to be technically and socially well-adjusted to the work environment and to feel comfortable as part of the working team. Employers have found that the placement services of such organizations as Vocational Rehabilitation Services, Workers' Compensation Board and many voluntary agencies can significantly minimize the risk both for employers and employees. Placement activity can make potential productivity a reality, and also minimize the cost and maximize the benefits of job search. As a result we found that in selective cases positive employers consider the rehabilitation agencies to be specialized extensions of their own personnel function, and utilize them for:

- candidate search;
- advice on technical aids and accommodation;
- advice on physical demands analysis;
- programs of education and promotion to supervisors;
- pre-employment social training to disabled candidates;
- follow-up assistance in integrating new disabled employees into the existing work setting.

**Linkages With Consumer Groups**

Linkages between employers and consumer organizations are just beginning. Their purposes are similar to the linkages developed between employers and rehabilitation agencies, but focus more on education. In particular, we found employers contacting the consumer organizations to learn about the potential of disabled workers, to promote employment opportunities within their enterprise and to consult on the development of equal employment opportunity programs. In Thunder Bay, for example, we found a consumer organization entitled the Handicapped Action Group Inc. (HAGI), which is well known, respected and considered to be a primary resource within the community on matters pertaining to disabled persons.

**Continuing and Future Issues - The Positive Employer's Perspective**

Positive employers have overcome most of the traditional barriers to disabled employment. Even so, they perceive that certain obstacles still exist. The principal concerns are summarized below:

Job-Readiness

Attitudinal problems about job-ready candidates persist. Employers in today's economy are looking for productive employees who exhibit the proper qualities of aptitude, attitude and attendance. In other words, they are looking for people who are reliable and who will make a contribution.

Disabled persons who possess these attributes are often referred to as job-ready. Historically, employers have found it difficult to find job-ready candidates, but they have acknowledged that it is only the employer, through summer employment programs, internships, work station opportunities and job stabilization programs, who can provide the essential setting to develop the qualities that they believe are so vital for new entrants.

## Relocation of Disabled Workers

Employers, with a sense of responsibility to their employees are discovering, particularly as the work force ages, that they are having to find, more and more relocation opportunities for disabled workers. Large employers can often find these opportunities within their own organization. Smaller employers, however, face a much more difficult problem because the size of their organizations does not permit such relocations. Some employers suggested that they are going to have to increasingly work together more to lessen the impact of job dislocations that are occurring now and that will continue to occur in this next decade.

## Placement of Disabled Workers

Employers acknowledged that the placement efforts throughout the rehabilitation community have greatly enhanced their access to disabled persons and that, indeed, the rehabilitation community, in many cases, has, through an aggressive marketing program, convinced them of the desirability of hiring disabled workers. However, employers cited what they believe are significant shortcomings to the present arrangement. First, they thought that the lack of co-ordination between the various agencies not only resulted in the poor servicing of employers' needs, but also limited the opportunities available to disabled persons. Second, fragmentation is not conducive to a responsive employment system. Therefore, even positive employers often avoided calling the various agencies because of poor service that they had received in the past. Third, they perceived that the present placement arrangements have failed to build longer-term relationships in the community between employers and the consumers or the rehabilitation agencies.

## Sharing Experiences

Positive employers are generally optimistic about future prospects for the employment of disabled persons. However, almost universally, they believe that they are not doing enough to share the experiences of hiring and retaining disabled persons. They perceive that their stories are often overshadowed by misinformation, particularly through the media, which creates uncertainty, and which will continue to develop attitudinal barriers against the hiring of disabled persons. To overcome these barriers, they perceive that employers themselves must share experiences and must promote opportunities within government, business and industry.

## CHAPTER 2

## UNDERSTANDING A CHANGING ENVIRONMENT

In the midst of today's complex and uncertain employment market, changes are occurring outside the workplace that could significantly affect future patterns of job opportunities for disabled persons.

This chapter is directed to changes in the international perspective, legislative initiatives by the Ontario government, developments in disabled organizations (consumer groups), advances in rehabilitative medicine and technological advances.

### International Perspective

Recent experience in many countries has illustrated that quota schemes, often viewed as the best way of ensuring employment for disabled persons, are not having the desired results. In the 68th session (1982), the International Labour Conference of the International Labour Organization (ILO) in Geneva, Switzerland, reported that several countries that have adopted quota schemes (e.g. France, Netherlands, United Kingdom) are relying more and more on community-based voluntary approaches to the placement of disabled persons.

The ILO report went on to say that in many of these countries, community participation has led to imaginative partnerships of employers, rehabilitation organizations, disabled people themselves and, in some cases, labour, which, in turn, has led to joint involvement in the planning and implementation of rehabilitation and employment related services. These joint undertakings have also served as a major contributing factor to sensitizing the general public and the community at large to the desire and the rights of disabled persons to participate in, and contribute to, the various aspects of economic, social and political life. Observations by the ILO of worldwide community-based activities have led to some interesting conclusions:

1. Employer-based community participation directed towards employment of disabled persons is considerably less costly and more effective in obtaining and retaining jobs than are traditional rehabilitation placement techniques. Moreover, when both the business community and disabled people themselves are involved in the planning and implementation of employment-oriented vocational rehabilitation services, the chances of achieving success are enhanced considerably.

2. Direct voluntary community participation in the rehabilitation and placement of disabled persons can economically mobilize important resources of skill, manpower and training, which would be beyond the financial capability of any government to undertake on a paid or sub-contract basis.

3. Community involvement facilitates increased contacts with disabled persons and thereby broadens the possibility for greater equality of opportunity and more meaningful social integration. Moreover, the chances for the successful outcome of rehabilitation efforts are improved if disabled people are advised and guided by those in their community that they know and respect, rather than in the strange and, often, impersonal surroundings of a large rehabilitation centre.

4. The record shows that where there is employer involvement in the assessment, training and placement of disabled persons, prejudice and discrimination are significantly reduced. The ILO also found that the most successful community-based vocational rehabilitation programs were accompanied by community-oriented public information programs in an effort to eliminate the remnants of attitudinal barriers that could continue to limit the employment opportunities of disabled persons.

5. Organized labour in many countries is realizing that worker-injury-claim-settlements are not sufficient in themselves to permit disabled workers to become self-reliant, and is accordingly acknowledging that vocational rehabilitation services are important contributors in assisting disabled workers to become productive again. Trade unions in these countries are recognizing that such services help to prevent disability. In other words, through the application of selective placement techniques, which try to ensure that the residual capacities of a disabled worker match the physical and mental requirements of the proposed job, a deterioration of the worker's disability is prevented. In some instances, trade unions have joined with management, public and private groups to promote vocational rehabilitation programs for workers who have become, or who are at risk of becoming, disabled.

**Government Legislation**[9]

The Ontario government has, for some time, offered employment related services to disabled persons through the Vocational Rehabilitation Services of the Ministry of Community and Social Services and through the Vocational Rehabilitation Services of the Workers' Compensation Board. While these services have significantly assisted many disabled persons to achieve competitive employment, the Ontario legislature recently enacted government legislation (Bill 7 and Bill 82) to enhance the immediate and longer-term employment prospects of disabled persons. The amendments to the Human Rights Code (often referred to as Bill 7), direct employers to provide equal opportunity for employment to disabled persons. In particular, the Code specifies:

- Section 4(1) - Every person has a right to equal treatment with respect to employment without discrimination because of ... handicap.[10]

- Section 4(2) - Every person who is an employee has a right to freedom from harassment in the workplace by the employer or agent of the employer or by another employee because of ... handicap.

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9) In addition to introducing legislation, the Government of Ontario established, in 1979, the Handicapped Employment Program in the Ministry of Labour to promote employer initiatives in disabled employment and to sponsor community awareness activities.

10) 'Because of handicap' as defined in the Human Rights Code, 1981, means that the person has or has had, or is believed to have or have had a disability as defined in Appendix A of this report.

- Section 5 - Every person has a right to equal treatment with respect to membership in any trade union, trade or occupational association or self-governing profession without discrimination because of ... handicap.

With respect to Bill 82 (a Bill requiring school boards to develop and implement by 1985 comprehensive programs and services in special education), the disabled community and the parents of disabled children have pressed the government for improved education and retraining facilities. Government has responded on a broader base by requiring school boards to provide equal opportunity for disabled children to receive their education in the mainstream school system, and, on a more limited basis, by promoting the introduction of training programs for disabled people at community colleges. Clearly, it is hoped that with this greater degree of education and training not only will disabled persons be able to enter the work force more easily, but, because of the level of their training, they will also be able to exercise more choice in regard to job opportunities.

The impact of Bill 82 will be longer-term as more and more disabled children are integrated into the regular school system. Employers should anticipate that, in years to come, increasing numbers of socially integrated young adults who have been educated to the limit of their potential will be entering the labour market anticipating rewarding career opportunities in both the public and private sectors. The principles underlying the proposed programs and services are documented in Appendix E.

**The Growth of Consumer Groups**

A welcome trend is the growing awareness among disabled people that they should unite to exercise more control and influence over their own lives and destinies. Far too often in the past, services and programs have been planned and developed with little or no prior consultation with the people for whom the services are intended. Today, however, evidence suggests that the developing disabled-person movement in Ontario will be a powerful and effective force that will expand the opportunities for disabled persons.

The consumer self-help movement is not new, but it is becoming more vocal and visible through better organization and funding. Throughout Ontario there are a number of local or disability-oriented consumer self-help organizations that exist to represent consumer interests. Within the past 18 months the efforts of many of these organizations have been strengthened through the formation of a province-wide cross-disability umbrella organization entitled 'Persons United for Self Help in Ontario' (PUSH). This organization has set out in its mandate the principles of self-determination for people with disabilities: self respect, self-help, self-development, cross-disability representation, participative planning, shared responsibility and integration. Since the grass roots community-based organizations are strong, the new province-wide organization has divided the province into seven geographic regions in order to encourage and maintain local autonomy on issues of particular local relevance. It is clear that the individuality of community-level needs and expectations is the base from which the provincial organization gains its strength.

The willingness of these organizations to work together and with other sectors of society, e.g. labour, management, the voluntary sector and government, is already evident. Collectively, the provincial organization has recently sponsored a provincial conference on employment where participants examined such subjects as:

- incentives and their effect on employment,
- maintaining competitive part-time employment,
- skill training for attainable employment opportunities,
- support services and their effect on employment,
- further development of employment-related technical aids and devices.

On a community basis, some consumer organizations are now independently canvassing local employers to gain a better understanding of the skills needed to obtain competitive employment. Overall, the consumer organizations in Ontario are actively seeking solutions to the overwhelming problem of employment opportunities for disabled persons.

**Rehabilitative Medicines and Technical Aids**

Within the past decade there have been dramatic advances in the field of rehabilitative medicine for both the physically and mentally disabled individual. Throughout Ontario, there now exist special units in many hospitals, that specialize in rehabilitative practices for heart patients, amputees and many others with severely disabling conditions. In one Ottawa hospital alone, over 600 heart by-pass operations will be performed this year. Similarly, major developments have also taken place in the treatment of mental illnesses. The application of chemotherapy has brought about a dramatic breakthrough in the treatment of schizophrenia. Many persons afflicted with this and similar illnesses who were previously unable to function are now leading normal lives and maintaining employment.

In recent times, the application of new technology has revolutionized the production of assistive devices that provide aid to disabled persons both in their daily lives and in their jobs. Lightweight microelectronics has led to mobility aids, communications systems for both the visually impaired and the deaf, and electronic reading and writing aids. Microelectronic controls can be activated by the slightest touch, enabling persons with severe limitations to turn on lights, radios, televisions and tape recorders, answer and dial telephones and control other devices within the office setting. One could go on and on, for advanced technology is rapidly reducing the number of physical handicaps that cannot be overcome.

**Workplace Automation**

The use of increasingly sophisticated tools and equipment, the adoption of automated production processes and the introduction of computerized systems for service and production work have had, and will continue to have, far-reaching effects on Ontario business, industry and service sectors, including government. The employment impact of new technology has called for greater all-round skill and adaptability on the part of workers. While it has often resulted in reduced demands for labour, it is true that it has also reduced or limited physical demands and safety hazards in many occupations.

New technologies are introducing significant opportunities for changes in the hours and place of work. There is increasing evidence of permanent part-time work, particularly in the service sector. Homework and supporting cottage-industries remote from the primary workplace are now becoming commonplace, and may be found in such areas as computer programming,

industrial design, accounting, etc. These changes to permanent part-time work and decentralized work sites are expected to increase.

What does workplace automation mean to disabled persons? Some persons to whom the task force talked believe that technology will eventually eliminate many of the jobs formerly undertaken by disabled persons. They also believe that technology will so limit opportunities that disabled persons will be excluded from consideration. Others with whom the task force talked had a different view. They acknowledged the loss of some opportunities. At the same time, saw technology as a potential panacea that could bring many more jobs within the range of the often limited capacity of physically and mentally disabled persons and that would, in general, open new opportunities for individuals with disabilities.

After visiting with numerous employers, the task force is inclined to support the latter point of view. It will not be easy to expand the employment opportunities, but, with proper training, improved linkages between employers and disabled persons, and appropriate on-the-job coaching, technology will create many opportunities in existing work settings and part-time or work at home situations, and may create many as yet undefined opportunities in both private industry and government. For example, a January 1983 article in Computer Data, described opportunities for mentally disabled people to be data processing operators.

Also, the task force does not believe that technology will eliminate all of the opportunities that have formerly been available to disabled persons. In industries such as food processing and food service, electronics and assembly, accommodation and housekeeping, etc., it is expected that human resources will continue to be in demand. Job opportunities in these industries may change, but it is questionable whether they will be eliminated.

**The Impact**

There are some clear messages from the foregoing.

1. A community focus will dominate the initiatives on disabled employment. Employers, disabled persons and government working together at the local level will have a better opportunity to work on the practical solutions to the employment needs of the disabled.

2. Disabled persons want a direct role in addressing their own employment needs, and through their strengthened consumer organizations, they are developing a capability to work directly with employers on employment issues.

3. Technological advances in assistive devices and rehabilitative medicine are removing some significant barriers that have formerly limited opportunities. Therefore, there appears to be an expanding scope to future job prospects for disabled persons.

4. Employers should expect that, as a result of changes in education programs, provisions of community-based independent living facilities and improved transportation, more and more disabled persons will be seeking employment.

The concept presented in the final chapter is, we believe, responsive to these changing conditions; it recognizes the need to improve the networks among employers, and it acknowledges the vital role that disabled persons can, and should, have in determining their employment future.

## CHAPTER 3

## SEARCHING FOR MODELS

In formulating recommendations the task force purposefully searched for models of employer involvement in community planning and implementation that could be broadly applied to enhancing employer involvement in disabled employment. In making this search, the task force was conscious of the need for:

- a significant employer emphasis superimposed on the diverse rehabilitation services that now exist at the community level;
- a sufficient amount of flexibility to accommodate the unique characteristics of each community, address the needs of a broad range of disabled persons and, at the same time, provide an element of consistency throughout the province;
- a structure that would facilitate employer involvement while, at the same time, building upon the many positive linkages that are developing in some communities throughout Ontario.[11]

The two models that were given the most consideration are discussed in the sections that follow.

### Projects With Industry - An American Model

The 'Projects With Industry' (PWI) concept was founded on the belief that disabled people with training geared to the manpower needs of industry and business could be readily absorbed into the private sector. It was also founded on the belief that employers would be interested in, and willing to participate in, the design and delivery of training programs that would permit them to meet the requirements of equal opportunity legislation.

The PWI model has demonstrated considerable success in the placement of severely disabled persons, and has been imitated by some rehabilitation agencies in Ontario.

The task force's interest in this model stems primarily from the full and equal partnership between business and industry on the one hand and the rehabilitation community on the other. Rehabilitation principles and practices are still involved in this relationship, but are specifically targetted to the manpower needs of employers.

Projects With Industry are contracts or jointly financed co-operative arrangements with employers and other organizations and rehabilitation

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11) In recent years there have been developed, often as a result of initiatives by the rehabilation community, programs of prevocational and co-ordinated placement that have been designed to assist disabled persons to obtain competitive employment. These initiatives are described in Appendix F.

agencies to establish projects designed to prepare disabled, and especially severely disabled, individuals for competitive employment. The rehabilitation agencies provide linkage and support by selecting disabled individuals on the basis of their abilities and potential, and by providing any special services needed to prepare them for jobs. Employers and employers' organizations with whom contracts are arranged include industrial, business or commercial enterprises, labour organizations, employer, industrial or community trade associations; or other agencies or organizations. These may be either profit-making or non-profit. Each must have the capacity to arrange, co-ordinate or conduct training and other employment programs for a disabled individual in a realistic work setting. Such training and employment programs must include a planned sequence of training and instruction in occupational and employment skills, and offer reasonable assurance of gainful employment upon successful completion of the programs.

Projects With Industry may include, but are not limited to:

a) provision of on-the-job training for disabled individuals;

b) provision of pre-vocational and other job-readiness training;

c) such special orientation for supervisors and other personnel that will enhance the training and continuing employment of disabled individuals;

d) supportive services such as job coaching (follow-up services), basic education, personal adjustment training and personal job counselling to help disabled individuals to obtain jobs;

e) the recruitment and employment of special placement personnel to facilitate this whole process; and

f) trial employment in industries and occupations or whatever is necessary to prepare disabled individuals for competitive employment or to help them stay employed.

Administrators of the program claim that the key to the success of the partnership between rehabilitation and business is an advisory council. The council's role is twofold; it is a policy and decision-making body and it is also functional: By dictating the quality and scope of training, it places this function in industry, where the jobs are.

Each project establishes an advisory council of community leaders from business, labour, education, voluntary agencies and other relevant groups, with the emphasis on representation from business and industry. Advisory council members are well-versed in job openings, technology and/or career questions, and make detailed suggestions about training and placement. The designers of the PWI concept claim that advisory councils reflect realistic business and industry needs concerning jobs and training.

The PWI program has now been in operation in the United States for over 10 years. Through management's efforts in a partnership arrangement, disabled persons are obtaining jobs of better quality in terms of career development and advancement, and they are obtaining salaries significantly higher through training schedules tailored to meet the demands of the marketplace. The success rate is about 75 per cent - a significant improvement over traditional rehabilitation models, which do not show the same degree of correlation between job placement and training.

Researchers of the PWI program have found that the participation of labour unions in the management of manpower training programs for disabled people opens up much better job opportunities in skilled and semi-skilled areas. Labour unions play a significant role along with employers in assessing disabled people for placement in industries where there exists a union management contract.

Operating experience in the PWI program has led its designers to a number of important conclusions:

1. Business and industry must be given a senior responsibility for leadership and direction in the training and placement of disabled persons. In this way, modern business approaches are brought to rehabilitation, making both more responsive to the marketplace and better serving the specific needs of the disabled and business.

2. Advisory councils are an excellent forum for the interchange of ideas, joint planning and the establishment of common goals between rehabilitation and the business community.

3. There exists a need for a broker or third party to assist vocational rehabilitation agencies to identify and bring together disabled people, the skilled training needed and placement in private employment. The PWI model provides for this broker role.

4. In specialized industries it is necessary to establish special training programs to fill jobs that have already been identified in the marketplace. Training is an essential element of the program, but it is addressed from the perspective of private and competitive employment. Through the PWI program, disabled people may receive training prior to employment, on-the-job or both.

The task force was impressed by the success rate of the PWI model in placing disabled people, particularly through the extensive involvement of large business throughout the United States. Evidence suggests that this model has much to offer, particularly in sheltered workshop settings and in the placement of severely disabled persons. Where similar initiatives have been started in Ontario, we believe they should be continued and supported.
However, in terms of broad application in the Ontario setting, we believe the PWI model falls short for four reasons:

1. The model is limited to serving clients who are within the rehabilitation service system.

2. The model fails to accommodate the growing desire and capability of disabled people themselves to participate directly in the important decisions and processes that will significantly affect their lives.

3. The approach usually focuses on one single rehabilitation agency, which is inconsistent with the need to involve the variety of voluntary and government agencies, including the education and college systems that will take on new significance given the recent government initiatives.

4. The mechanism, as applied at present, would probably not adequately address the needs of all groups of disabled people, including the physically, mentally and developmentally disabled.

**Some Ontario Models**

In considering Ontario models the task force examined both District Health Councils and Community Industrial Training Committees, and eventually focused on the latter. While success of these models has varied, a number of elements of these organizations are worth noting. They are volunteer bodies, with representation from both service providers and users. In each case, they avoided development of large staffs and are dependent on the commitment of considerable time and effort by persons in the community as well as persons responsible for planning and the provision of services.

The District Health Councils have retained a primary commitment to act as planning and co-ordinating bodies. Where some delivery responsibility has been assigned, this has been time-focused, leading eventually to transfer of that activity to another organization. For example, some health councils have participated in the establishment of structures that have a primary purpose of assisting patients in gaining access to the appropriate type of care. Councils do not control these 'patient-placement' organizations, but rather assist them to meet their responsibilities by gaining and maintaining the support of those responsible for the health services, permitting these agencies to co-ordinate placement requirements. Accordingly, while assuming major responsibilities in the design and development of the appropriate service systems, these organizations have not been generally mandated to assume control of the local delivery system. In large part, the success of particular health councils has been related to two factors: (1) Their ability to gain the confidence and support amongst service providers and the community in accomplishing their mandate, and (2) Their diversity, flexibility and adaptability, which has allowed them to mold to the community needs.

The factors underpinning the success of the District Health Councils are relevant to a concept for enhancing disabled employment. However, the geographic size and the significant orientation to the service provider argues against the direct application of this model to the needs of employers and disabled persons.

Of far more relevance as an appropriate community planning mechanism are the Community Industrial Training Committees (CITCs). These committees, of which there are approximately 65 in communities throughout Ontario, are composed of representatives from the education community, labour and employers, with the majority of members coming from the private sector. Business takes the lead, both in terms of numbers of committee members and in assuming the chairperson's role.

The prime purpose of these committees is to identify, design and encourage the delivery of appropriate skills trades training that responds directly to the practical needs of employers for whom the skills would be applied. Under closer examination, we found that the objectives of these committees closely parallel the needs of a training system for disabled persons as identified by members of the rehabilitation community. Specifically, the CITCs are directed to:

1. identify needs. The committees, through surveys, analyse the scope, nature and severity of the imbalance between the supply and demand for personnel within a community;

2. develop strategies. Strategies, including better long-range planning, better selection of trainees and closer co-ordination among the business community, community colleges and secondary schools are developed on a collaborative basis in order to address the needs more effectively;

3. initiate training programs. Where required, employers work with government to ensure that suitable training programs are implemented within the community;

4. mobilize the community. The committee provides leadership, serving as a catalyst to encourage the business community - labour and management - to participate in the training programs.

As a result of the CITCs employers have become active participants in the education system, both as trainers and as advisers in the design of educational programs.

The success of this co-operative training venture is entirely dependent upon the response of the private sector and its co-operation with governments. The designers claim that to be effective, it is essential that the CITCs be voluntarily established as autonomous bodies responsible only to the community at large. The committees must not be an extension of any one single interest group, such as a government branch or agency, a union or a single company. Committees are defined by recognized geographic boundaries or by recognized industrial associations. Geographic and sectoral committees are complementary to each other, and their coexistence increases the participation of industry in the training field.

As indicated earlier, CITCs focus considerable attention on the players and the needs and processes that are central to disabled employment. Their objectives and operations are founded on many of the needs identified by the rehabilitation community. Even so, the task force found it necessary to reject this mechanism as the sole appropriate means to achieve the desirable linkages and networks that would enhance the employment opportunities for disabled persons. Our rejection was based on two reasons:

1. The task force perceives that the CITCs are primarily oriented to, and respond to, the community colleges, and that these institutions only serve the needs of a particular group of disabled persons,

2. The CITCs are part of what we view as the contributive system to disabled employment. While secondary training is an important part of this system, it should not be so dominant as to overwhelm the other parts and further exacerbate role confusion.

## CHAPTER 4

## A CONCEPT FOR EMPLOYER INVOLVEMENT

In the pages that follow, we present a new concept of organization that we believe will assist employers to work together within their communities to advance employment opportunities for disabled persons. Within this concept are identified the kinds of relationships we believe are essential to adapt to the varying community needs across the province. The concept builds on the positive features of the PWI and the CITC models. It is less a specific blueprint than an approach. The concept and the processes for putting it to work would signal the intention of government to move the employment of disabled persons away from the social welfare model to a human resource model that is predicated on the direct involvement of the key players - employers and disabled persons - in the identification and accommodation of future employment opportunities for our disabled citizens.

In describing the concept, the overall objectives are presented first, followed by a discussion of the underlying principles which, in turn, is followed by a description of the specific elements of the concept. These specific elements and the roles ascribed to them represent our primary recommendations.

### Objectives

The concept is focused on achieving some basic objectives that are listed hereunder. These objectives are straightforward and are the keystone on which the recommendations of the report are based.

In short, the disabled employment system:

- must be capable of adapting to diverse and rapidly changing community employment needs;
- must encourage real employer leadership;
- must foster innovation;
- must involve disabled persons in their own future employment decisions;
- must serve disabled persons who are both within and outside the current rehabilitation system;
- must develop productive job-ready employees who possess the required attitude, aptitude and commitment;
- must build new linkages and networks that facilitate a responsive placement system and provide adequate support services to employers.

### Seven Principles

The seven principles that form the basis of the proposed concept are as follows:

1. Employer Leadership in Rehabilitation

It is vital that employers provide leadership within their community in the development and placement of disabled persons. In today's turbulent environment leadership does not connote the traditional notion of formal authority. Rather, it suggests a partnership or team leader concept which, in this case, is aimed towards increasing the linkages between employees and disabled persons and, ultimately, on to the rehabilitation and education community. It is, therefore, a new direction in advancing employment opportunities for disabled persons, to which employers can bring a whole new set of operating rules based upon business technology and marketing strategy. Productivity, cost-effectiveness, accountability and results should be among the new measures of success. Providing leadership at the community level should not imply that the attitudes of all employers have changed towards the employment of disabled persons. Our belief, however, based on our interviews, is that, in each community, there exists, in sufficient numbers, employers who, if encouraged and provided with an appropriate structure and adequate information, could implement a program of enhancing employment opportunities for disabled persons at the community level. The concept we are recommending, therefore, must confirm a leadership role for the employer community, and must visibly display a commitment from the leaders of the employer community to increase the opportunities of employment for disabled persons.

2. Clear Distinction between Direct Participants and Contributive Participants

To facilitate our study, the task force found it useful to draw a clear distinction between the direct participants in the employment market for disabled persons and the supportive or contributive participants who service them. Direct participants are employers, disabled persons (or their representatives) and, in some cases, organized labour. The contributive participants include, but are not limited to, representatives from the Vocational Rehabilitation Services of the Ministry of Community and Social Services, the Workers' Compensation Board, voluntary agencies, workshops, the health system and the education system.

Designing a community-based system to enhance employment opportunities for disabled people should be the prerogative of employers and representatives of the disabled community. It is not something than can be delegated. Collaboration between these parties is essential, for it will not only foster mutual understanding, but it will also serve the important purpose of building pride of ownership and of paving the way to ensure that an acceptable design is implemented successfully.

However, for the direct participants to make decisions in the best interests of employers and disabled people, technical knowledge, support and input will be required from the contributive participants - the professionals within the rehabilitation, education, and health communities.

The concepts of direct and contributive participation, when incorporated into a system of community support for employment of disabled persons, combine the critical elements of accountability and involvement. By way of example, the direct participants should be responsible for identifying employment needs and training requirements and, in some cases, for

providing training through internship or work station opportunities in competitive work settings, for determining job readiness and sensitizing the community. The contributive participants should be responsible for providing assessment programs, counselling, follow-up services, and information on the availability and application of technical aids and for the development of social skills essential to the performance of competitive work.

3. Community Co-operation

Co-operation among employers, and among agencies should be encouraged. The concept being proposed is based on the fundamental belief that by increasing knowledge and understanding among employers and disabled persons and by providing employers with an opportunity to participate directly in the training and development of disabled persons, there will be an increasing awareness of employees' capabilities and an increasing identification of appropriate employment opportunities. The proposed organizational link between employers and disabled persons should also assist the contributive participants. It will provide a structure to address some of the major stumbling blocks that were cited during our study, i.e. the identification of future job opportunities, the provision of relevant social and technical training and the need for greater awareness within the community. Further, it will emphasize the need for, and benefit of, improved inter-agency co-operation.

4. Diversity and Flexibility

Diversity and flexibility in organizational form must be encouraged so that programs can be adapted to the unique requirements they must meet. As stated earlier, the needs and conditions that exist in every community in Ontario are different. Accordingly, we are recommending that, in times where great uncertainties about the future exist and where the results of an action are difficult to measure, the successful approaches are ones that allow for great diversity. Diversity, in this context, means that within a community the concept will acknowledge sharp differences in attitude, values, employment opportunities and the disabled population. The concept we are proposing is therefore the very antithesis of the 'one best way'. Diversity and flexibility must be purposely sought and specifically tailored to meet each community's needs. This must become a fundamental principle of the structuring of employer involvement in disabled employment.

5. The Capacity to Highlight and Resolve Employment Issues

The organization, and/or processes that develop in the community must provide both the direct and contributive participants with the means to make informed and deliberate judgements on issues of significance to both employers and disabled persons. This suggests that the information flow between and among the direct and contributive players will be an essential ingredient in the success of the concept. It implies, as well, careful assignment of responsibilities to avoid duplication and to ensure that the various facets of the program are readily and fairly brought into focus. Moreover, it underlines the fact that conflicting alternatives and viewpoints (i.e. between agencies, between government and consumers, between consumers and employers etc.), are inevitable and are central to the development of effective programs of employment for disabled persons. The application of the concept must ensure that such conflicts are faced squarely.

6. Participation

The concept recognizes the need for greater participation both by employers and by disabled persons in the provision of employment opportunities. This is necessary to take full advantage of all the resources available in the community. Openness between all players is essential; however, the system must not detract from the ultimate responsibility of employers to a) provide employment and b) to provide leadership in the development of disabled employment services. The concept we are recommending has, in our view, many advantages. In particular, it:

a) is compatible with the 'normalization' philosophy that is now dominant within our policies relating to social services;

b) facilitates direct contact between disabled persons and employers;

c) creates a focal point for the integration of the rehabilitation community and for the linkage with the employer/consumer community.

d) provides the community with the freedom to determine appropriate means of planning, co-ordination, service delivery and monitoring.

7. Future Orientation

Finally, the approach that we are recommending and the attitudes that we anticipate will follow must be directed to the longer-term future employment needs of the community. It must signal the beginning of a planning process that spells hope for disabled people and helps generate the motivation needed to become job-ready. The approach implies a new awareness of the features of the community and a change in the attitude of the players (employers, disabled persons and rehabilitation community) that emphasizes responsiveness to new and emerging community and workplace requirements. It implies, as well, a willingness and capability to review, critically, programs that have served well in the past, but may need adjustment and realignment to serve both employers and the disabled better in the future.

**Organizing for Direct Participation**

The concept is based on the belief that to truly advance employment opportunities for disabled persons, there is a pressing need to develop a community-based manpower planning mechanism, which permits the local employer community to strengthen the linkages between the direct participants (employers and disabled persons) in the disabled employment system, and between the direct participants and the contributive participants. We have entitled the cornerstone of this new linkage system the Community Resource Council. Accordingly, we recommend that:

**the Government encourage and support the voluntary formation of new employment oriented Community Resource Councils to facilitate the linkage between the direct participants in the disabled employment system - employers and disabled persons.**

The mandate of the Community Resource Councils would be to:

1. identify employers with positive attitudes towards their human resources.

2. identify employment needs in the community.

3. identify potential populations to fill the needs. (Note: The populations must include disabled persons who are both within and outside the rehabilitation system).

4. develop strategies, including long-range planning, selection of trainees and closer co-ordination with business communities, rehabilitation communities and education communities to enrich the productivity of disabled persons.

5. provide assistance in the development of training programs, including the creation of work station and internship opportunities.

6. provide advice and facilitation on the placement of disabled persons.

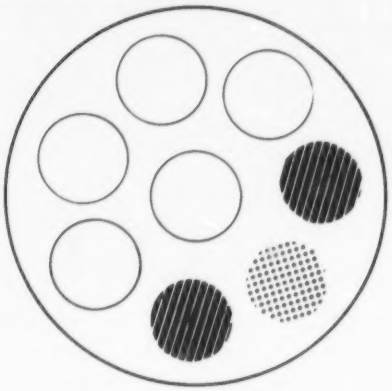
7. provide a community focus on public issues that are central to the employment of disabled persons, such as independent living, transporation and centralized aids and their servicing.

8. mobilize a community through the provision of continuing information and leadership, and by acting as a catalyst to encourage the business community (labour and management), the education community, the rehabilitation community and consumers to participate in the program.

9. initiate required community studies and, where appropriate, the actual conduct of research, which may be requested by the province and which is consistent with community needs.

In recommending these special councils, we are not ignoring the general problem of unemployment in some communities. Rather, we perceive that the general questions of employment can be or are being, dealt with at higher levels of government and that the special needs of disabled people can best be met at the community level by employers and disabled persons working together.

Council Composition



Employers

Labour

Disabled Persons

To be most effective, we envisage the council being primarily composed of members drawn from the direct participants in the employment system (employers and disabled persons). However, in many communities it will be equally important to include representation from the labour movement. Accordingly, we recommend that:

> **members of the Community Resource Council be drawn from only the employer, disabled and labour communities.**

The composition of the councils cannot be prescribed. It is nonetheless important that representation reflects the characteristics of the community, not only in terms of the employer representatives (who might come from the public and private sectors and from various types of employers), but also in terms of representation from the principal disability areas and primary unions within a community.

Employers should hold the majority position on the council for they are the providers of jobs, and it is in their interests to direct the productive development of disabled people to meet the future employment needs of the community. The second largest representation should come from the disabled community, and labour should make up the remaining members. In communities where labour's involvement is significant (e.g. Sudbury), then labour's representation on the council may increase.

To signal the overall employer leadership, the chairperson should be a representative of the employer sector. Accordingly, we recommend that:

> **the members of the Community Resource Council consider the appointment of a chairperson from the employer sector to be a prerequisite to the formation of a council.**

Team-building should be a primary goal, and in this regard, the chairperson should strive to develop new linkages between employers (including employers' associations) and disabled persons (including disabled persons' associations). Innovative leadership by the chairperson will be essential.

Membership on the Community Resource Council should be consistent with the principles that were earlier outlined. The concept envisages:

1. commitment by top management in a community to the council and to the establishment of its priorities. This commitment should be based on sound business principles rather than on charity. We believe that other executive and middle managers will respond positively to requests and undertakings that are sanctioned, endorsed and priorized on a community basis by senior members of the employer community.

2. a clear distinction between the direct participants and the contributive participants in the disabled employment system. By creating a forum for employers, disabled persons and labour, we are creating a situation where the principal players can directly address the needs of the employer and the disabled person, the barriers inhibiting employment and the means of overcoming these barriers. The creation of a professional advisory committee (which will be developed further in the next section) of the rehabilitation community will create an essential linkage without integrating with, or subsuming, the essential activities currently undertaken by the range of voluntary and government agencies.

3. the encouragement of co-operation and collaboration. By creating a role and place for employers and disabled persons, communication is facilitated not only between these parties, but also with the contributive participants, for the system will tend to highlight issues and projects of primary concern.

4. the encouragement of diversity and flexibility. Both large and small employers should be on the council. The form of participation, however, is not prescriptive and should reflect the changing needs and desires of the community and the emerging issues identified by employers, disabled persons, unions and contributive participants.

5. the resolution of issues. Persistent problems such as the determination of job-readiness are appropriate issues to be dealt with within the proposed concept. Through participation of both employers and disabled people there will be ongoing learning, which will not only be relevant to the immediate situation, but will be a positive step in dealing with future weeds and issues.

Subcommittees of the Community Resource Councils

To carry out the foregoing tasks, it may be essential to form subcommittees of the CRCs. The chairperson of a subcommittee should be a member of council, but to encourage broad-based voluntary participation, the other members of the subcor mittees could be drawn from appropriate members of the community at large. Accordingly, we recommend that:

> **each Community Resource Council consider forming appropriate subcommittees to address a particular community's employment needs, training and work station opportunities, placement requirements and potential linkages with the rehabilitation community.**

The following illustrates some possible subcommittees and the tasks that they might perform:

In general, the subcommittees would be composed of individuals who have a high interest in the subject area, appropriate contacts throughout the community and, where possible, relevant experience.

Needs Assessment and Skills Shortages Subcommittee

Should a CRC choose to establish a Needs Assessment and Skills Shortages Subcommittee its primary tasks would include:

- a needs survey of their defined geographic area;
- specific recommendations on local skills needed;
- specific recommendations on semi skills and part-time work needed.

Training Program Subcommittee

Should a CRC choose to establish a Training Program Subcommittee its primary task would include:

- the development of programs suitable to meet the needs;
- the development of modular units for training.

Assessment and Work Station Subcommittee

Should a CRC choose to establish an Assessment and Work Station Subcommittee its primary tasks would include:

- the conduct of surveys of employers in the area to determine who has, and would be willing to provide, work station settings;
- the review of effective programs in other jurisdictions;
- assistance in evaluating people for work station opportunities;
- the encouragement of the development of pre-vocational units in the local community.

Placement Subcommittee

Should a CRC choose to estabish a Placement Subcommittee its primary tasks would include:

- assisting placement officers in rehabilitation agencies to make contacts and to maintain networks;
- reviewing files of supposedly job-ready individuals.

For the councils to be truly effective, it is essential that they link with many of the existing community co-ordinating bodies. In particular, we envisage the council subcommittees developing as many networks as possible, with, for example, representatives from the Community Industrial Training Committees, the chambers of commerce, major local unions and the labour

council, and with representatives of local voluntary service agencies such as the Jewish Vocational Services, Goodwill, March of Dimes, Lions Club, Kiwanis, Rotary, etc.

Defining Communities

The concept we are proposing is clearly community-based. However, community can be defined in at least two ways. In one sense, community means a geographic region and, in another, it means a community of interest, such as an industry sector. We believe, from observing the success of Projects With Industry and the Community Industrial Training Committees, that both geographic and sectoral councils are desirable, but that their development should probably be sequential.

We envisage that the geographic councils would be very flexible in design and purpose. Rather than merely reacting to government policy, they would look within their own communities, identify particular strengths and weaknesses and initiate action to solve their specific community-based needs and problems. Linkages should be developed and maintained with relevant local organizations. Clearly, in this model, the council members must be resident within the geographic area.

The sectoral councils will be targetted primarily towards certain occupational fields. Unlike the geographic councils, where the initiative must come from the community to form the actual mechanism, we perceive that with the sectoral councils, government will have to take a much more aggressive stance in marketing the idea to certain industry sectors. For example, one sector that seems particularly relevant is the electronics and data processing industry, where there is a potential ground swell of opportunities suitable for disabled persons that might be undertaken in a regular work setting or on a home basis. These opportunities may be full-time or part-time, and they may also be suitable for work sharing. In the United States there has been tremendous success through PWI with a specifically targetted project with the Electronics Industry Foundation. This particular example should be examined further, for it seems directly applicable to the Ontario setting.

Initially, implementation of the concept should focus strictly on the geographic councils. Motivation for the formation of the geographic councils must come from the community which, in turn, will have 'ownership' over its development. More will be said about the implementation process and about the sectoral councils in the latter portion of the report. Therefore, at this stage we recommend that:

> **government initially encourage the formation of geographically-based Community Resource Councils, which draw their members from within a defined geographic area.**

Administering the Community Resource Councils

We perceive that the CRCs will require administrative and secretarial support to carry out their responsibilities effectively. An examination of both the Community Industrial Training Committees and the health councils indicate that the vast majority of support comes voluntarily from employers represented on the committees or the councils. We expect the same situation to prevail in the mechanism that we are recommending. However, an ongoing operation will be essential, particularly for secretarial support, research and surveys, and information. We explored the costs of operating Community

Industrial Training Committees with the Ministry of Colleges and Universities and found that the annual allocation to the committees for administration and for surveys is nominal and is cost-shared with the federal government through the Canada Employment and Immigration Commission. Without carrying out detailed analysis, we percieve the same arrangements should be struck. Accordingly, we recommend that:

> **the Government of Ontario initiate discussions with the Canada Employment and Immigration Commission to explore alternative cost-sharing arrangements for providing adequate "seed" funding to encourage the creation of Community Resource Councils.**

**Organizing for Contributive Support**

Experience with employer involvement in areas of major public policy such as disabled employment has shown that employers alone, or even working with consumers, cannot address the multitude of issues, policies and programs involved. Since the concept we are proposing envisages the CRC functioning as a linkage and networking mechanism providing co-ordination, employer and consumer-based research and education on disabled employment to the employment sector, it is essential that the supporting operational programs come from elsewhere. We believe that this support must come from the existing agencies. However, the Community Resource Councils provides four advantages to the existing agencies:

1. On a community basis, the councils, through a direct link with employers, provide much needed assistance in the areas of job identification, assessment, training and placement as well as sensitization of the employer community.

2. The councils provide a forum for the existing agencies to test and examine, in a structured and organized fashion, policies and programs that might be relevant to community needs. These need not be directly employment-related, but, rather, may address supporting issues such as housing and transportation.

3. The councils provide a much needed focus to encourage the co-ordination of activities between agencies. This co-ordination should ensure that disabled people are considered whole persons and that all aspects, from social adjustment to training, access, accommodation and work experience, are considered in an integrated fashion within the community.

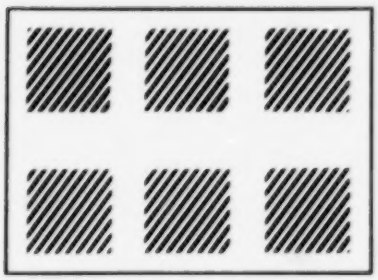
4. The councils also provide a positive indication to the rehabilitation community and to disabled people that employment is a potentially achievable goal.

Clearly, we see each Community Resource Council working with the existing agencies to address the technical needs associated with disabled employment. These functions should not be duplicated in the CRC, and therefore, functions such as placement should not be assumed by the council

(unless this operational role were encouraged by the contributive participants), but rather they should be carried out by the existing agencies. The council is there to advise the agencies, to link the agencies with employers and, where an agency is not involved, to link disabled people directly with employers.

However, the ultimate employment decision must rest with the employer and the ultimate preparation must rest with the disabled and the rehabilitation communities. Clearly, we percieve co-ordination of activities between the support agencies as being a desirable goal. We recognize that such co-ordination is often difficult, but we hope that the CRC brings a new purpose to such co-ordination.

Professional Advisory Committee

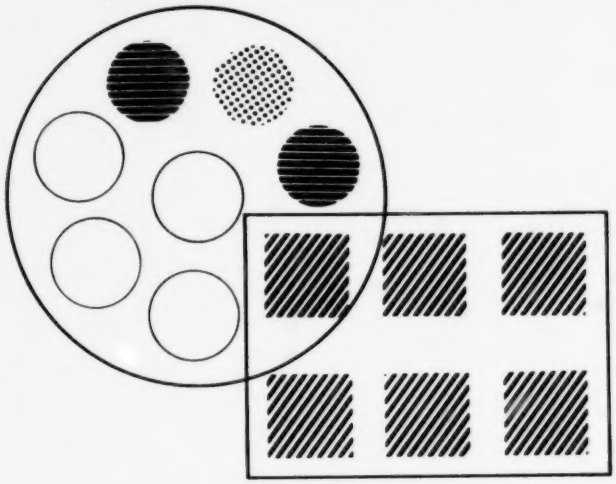


Contributive participants

To ensure co-ordination of the existing rehabilitation community, at least in its relationship with each CRC, we would encourage the formation of a Professional Advisory Committee (PAC) in each community where there is a CRC. Membership on this committee could come from the Vocational Rehabiliation Services of Community and Social Services, Vocational Rehabilitation Services of the Workers' Compensation Board, representatives from local workshops and community voluntary agencies providing assistance to disabled persons, the Ministry of Health, the Ministry of Education, the Ministry of Colleges and Universities and the Canada Employment and Immigration Commission. Accordingly, we recommend that:

> **each Community Resource Council working with local rehabilitation agencies encourage the creation of a Professional Advisory Council which, through close collaboration, will provide technical support, advice and service to facilitate the training and placement of disabled persons.**

Linking the Direct and Contributive Participants



There must be both formal and informal linkages between the Community Resource Council and the Professional Advisory Committee. The formal linkage could result from the chairperson of the Professional Advisory Committee being an ex-officio member of the Community Resource Council. In some communities, we perceived that this role could be most appropriately filled by the representative from the Vocational Rehabilitation Services of the Ministry of Community and Social Services, while, in others, it might best be filled by a representative from the Workers' Compensation Board or a voluntary service agency. However, it is inappropriate to be prescriptive, and each community should make its own determination as to the most appropriate person to chair the Professional Advisory Committee and link with the CRC. On the other hand, it is appropriate to recommend that:

> **one member of the Professional Advisory Council be appointed as an ex-officio member of the Community Resource Council to provide linkage and advice and to insure a co-operative functioning between the two co-ordinating structures.**

The informal linkage will result primarily from the activities of the sub-committees of the Community Resource Council. We envisage the members of the subcommittees having close ties, in special areas of expertise, with appropriate agencies. For example, if there is a subcommittee on assessment and work stations we would imagine that it would have close linkages with the pre-vocational rehabilitational units in the local hospitals, workshops and, possibly, even community colleges where such assessment programs are offered. Each situation must be tailored to the needs of that community.

Even given the foregoing, we see some specific responsibilities that, in all probability, would be undertaken jointly or separately by the members of the Professional Advisory Committee. These tend to be services that are currently provided by agencies, but the CRC would provide an added focus and purpose to these activities. These would include:

- identification of disabled persons;

- advice on technical aids;
- conduct of physical demands analysis;
- provision of assessment services;
- provision of social and technical training;
- provision of training to supervisors and co-workers in the work setting;
- provision of follow-up services;
- provision of placement services;
- provision of on-going counselling;
- identification of emerging issues for the Community Resource Council

Earlier, in discussing linkages between the CRC and the Professional Advisory Committee, we suggested that subcommittees would have a close linkage with members of the Professional Advisory Committee. Equally important will be the reverse linkages. Agencies in the past have had to work in a void on such issues as job-readiness. Placement has been a door-to-door selling function and work stations have resulted from extensive personal initiative. It is appropriate, under the proposed concept, to alter the foregoing situation by utilizing the employer networks.

We perceive that the CRC subcommittees can be effectively used by the rehabilitation community to provide assistance, advice and linkages. In the area of job-readiness, for instance, we can imagine one of the CRC subcommittees working with the rehabilitation community in reviewing files and assisting in making work station placements to determine job-readiness. Further, we can see the subcommittees facilitating placement activity through the extensive network of employer contacts. Clearly, there must be co-operation and collaboration between the members of the CRC and the Professional Advisory Committee.

**Organizing for Policy Input**

Through the formation of the CRCs throughout the province there will be created a potentially powerful mechanism to advise government on disabled employment from an employer's perspective. We believe the input from these councils should be formalized through a Provincial Committee of Community Resource Councils.

This committee would meet regularly with the minister assigned responsibility for overseeing the council's activities. The regular meetings would allow representatives of councils to share ideas, formulate recommendations to government and transmit these recommendations in an organized and supportable fashion.

Linkage with government at both the political and program levels is required. We envisage that the regular meetings will also be occasions for the councils to link directly with the appropriate policy and program heads of the Ministry of Community and Social Services, the Workers' Compensation Board, the Ministry of Education, the Ministry of Colleges and Universities

and the Regional Director of the Canada Employment and Immigration Commission. These meetings should stress the employers' views of the existing situations in the communities. They should reflect the diversity of interest within the communities and serve to highlight those critical issues that may require policy or program consideration by the government. Accordingly, we recommend that:

> **the government establish a Provincial Committee of Community Resource Councils composed of representatives (preferably all of chairpersons) from the Community Resource Councils for the purpose of sharing ideas and formulating and transmitting recommendations to government on policies and programs to enhance employment opportunities for disabled persons.**

Relationship to Government

Formalizing the relationship to the Ontario government and to the Canada Employment and Immigration Commission is not a matter that was closely addressed by the task force. It should be considered before implementation commences. However, by way of observation, the task force believes that the Ontario Cabinet Committee on Manpower, which is chaired by the Minister of Labour, would be a useful focal point to monitor progress. The broad representation on this committee: Ministers of Colleges and Universities, Education, Industry and Trade, Community and Social Services, Treasury and Economics, Social Development, Northern Affairs, and Labour makes it ideal for addressing the issues of policy that might emanate from CRCs.

The Provincial Committee of Community Resource Councils and the individual CRCs could assist significantly in policy making, and this should be recognized in the manner in which government uses the councils. Clearly, the councils must function in an autonomous manner and must primarily address community issues and needs, but it is appropriate for government, from time to time, to ask the councils to consider special areas of interest. Through the provincial committee, government could request councils to undertake special studies with appropriate involvement from various sectors in the community.

The potential influence of the CRCs on the policy-making function of government would be the foundation for the strength of the councils at the community level. It is important that government recognizes this influence and nutures it so that the councils maintain a profile in the community that is recognizable to employers, disabled persons and the rehabilitation system.

Without being prescriptive as to content or conduct, the task force wishes to emphasize the need for three studies, which, because of their nature, should be conducted at an appropriate future date by the CRCs.

The first study relates to internship programs, work stations, on-the-job training and summer employment. As mentioned earlier, many disabled persons have no previous job experience and therefore find themselves attempting to enter a highly competitive job market totally unprepared because, in their youth, they did not have access to those summer and part-time jobs that served as informal career paths for their non-disabled colleagues.

To overcome this historic problem, we would encourage employers to conduct a study in their community on the potential opportunities for internships, work

stations and summer employment opportunities, which could be totally flexible in design and, therefore, could be tailored to meet the needs of both individual employees and employers. Direct employer involvement in these on-the-job training experiences is one of the most significant contributions that employers can make to overcome the disparity in the training and preparation of our disabled citizens.

The second study would assess the costs of social benefits associated with individuals who are potentially available for employment, but who have been unable to find jobs within their community. As indicated in the Introduction, government costs of supporting employable disabled persons through income maintenance is rising rapidly. Ideally, these funds could be more effectively used for productivity enrichment of disabled persons or for financing technical aids and services that would permit a disabled person to attain competitive employment. The council could make a substantial contribution to the understanding of this growing expenditure area, and could potentially utilize selected portions of this information in the design of new community-based employment initiatives.

The third study would focus on incentives and their effect on employment opportunities for disabled persons. The ILO in its recent report on disabled employment (see Chapter 2), indicated that, in many countries, direct incentives or tax incentives to employers are being used increasingly to encourage the creation of entry-level jobs. This task force study has some concern about this practice.

Incentives are used in Ontario to facilitate disabled employment, but we found that employer receptivity to these incentives is mixed. Some employers (usually large) do not use the incentives because they perceive that, as reasonable corporate citizens, they would be acting irresponsibly. Other employers avoid using the incentives because they find the paperwork cumbersome and costly. They suggest that the work and expense involved act as disincentives to the hiring of disabled persons. Still other employers (usually small) use the incentives, but resent the paperwork and often receive assistance from the rehabilitation worker on the administration of the forms. The whole question of the value of incentives deserves further study, particularly given the concept that is being recommended in this report. The PWI model from the United States operates successfully without incentives, but with considerable collaboration between employer, disabled person and rehabilitation agency. This alternative deserves close examination.

## CHAPTER 5

## IMPLEMENTING THE CHANGE

Bringing about the fundamental changes envisaged in this report will be challenging. It is not something that can be accomplished quickly, nor can it be brought about without the fullest involvement of the people who must make it work - employers, disabled persons and the professionals of the rehabilitation community. For this reason, the proposed changes have been presented as a concept, not a plan. This report identifies the main changes in shape and philosophy that are needed to draw employers into the challenge of enhancing employment opportunities for disabled persons in the years ahead. Development of the detailed structures and specific systems and relationships needed to make the concept a reality must rest at the community level in the hands of those parties whose businesses, industries, lives and roles it affects. Only they have the knowledge and competence to make the changes envisaged here, and only they will be able to define an organization at the local level that is practical, functional and adaptable.

There are lessons to be learned, however, from the implementation of successful community-based structures such as Projects with Industry and the Community Industrial Training Committees. In the main, implementation of these mechanisms succeeded for a number of reasons:

- Public commitment to the principles of the new structure and its implementation came from the responsible minister or, in the case of the PWI model, from the secretary of a department.

- Commitment and involvement came from the rehabilitation and education communities who were affected by, and could benefit from, the creation of the new mechanisms.

- There was a master plan for the implementation strategy.

- There was a degree of continuity between the development of the concept and its implementation.

- The original report was viewed as a guide, not as a rigid set of instructions that could not be modified to meet unforeseen needs.

- There was an established realistic time-frame for implementation, which did not expect too much too soon.

- The mechanism was presented to employers in a manner that allowed them to understand the positive benefits they could potentially realize through full and active participation.

Further study of these models also indicates that, in each case, the implementation process was placed in the hands of a two to three-person team, which reported directly to the responsible deputy minister or secretary. The team sought face-to-face meetings with employers, employers' associations, service providers and other relevant parties. Through this enthusiastic outreach program, the team both stimulated employer interest and provided assistance in establishing a workable structure. The approach was simple and direct, and relied on a high level of involvement of persons within the community.

The task force believes that the lessons from the foregoing should be utilized in bringing about the changes outlined in this report. Accordingly, we recommend that:

**The following program be applied to the implementation of the Community Resource Council concept that:**

**a) a minister be placed in charge of the implementation and that this person communicate publicly his/her support for the concept to employers, disabled persons and the rehabilitation community;**

**b) the minister place a small team of highly energetic individuals (preferably two to three persons) in charge of developing the implementation strategy and of actually carrying out the implementation;**

**c) the implementation team, early in the process, seek the assistance of employers and consumer organizations. In particular, the implementation team contact organizations that may know employers who have the qualities for effective community leadership. Such assistance may be provided by representatives from the Workers' Compensation Board, voluntary rehabilitation agencies, safety associations, trade unions, chambers of commerce and boards of trade;**

**d) the implementation team make early contact with disabled organizations throughout the province. PUSH, the new provincial umbrella consumer organization, could significantly assist in establishing these contacts;**

**e) the implementation group also contact the representatives in the Ministry of Colleges and Universities who have been actively supporting the Community Industrial Training Committees. The task force thinks that these individuals would be prepared to assist in developing appropriate means of approaching communities, soliciting the support from existing Community and Industrial Training Committees and exploring areas for potential joint undertakings, such as needs surveys.**

As indicated earlier, the initial focus should be on the formation of geographically-based councils. However, in the longer term it may be desirable to establish additional sectoral councils. The type, characteristics and functioning of these councils would be a matter requiring further study by the implementation team. The task force would encourage the exploration of sectoral councils during the first year of the implementation process.

The concept presented in this report and the implementation process to bring about the change will have to be nurtured, encouraged and supported if fundamental changes, structures and attitudes are to take place. Far from being a one-time effort, it should be viewed as the beginning of a process targetted at bringing our disabled citizens increasingly into the mainstream of employment.

## APPENDIX A

## DEFINITION OF DISABILITY IN THE HUMAN RIGHTS CODE

The Human Rights Code defines disability as meaning:

- any degree of physical disability, infirmity, malformation or disfigurement that is caused by bodily injury, birth defect or illness and, without limiting the generality of the foregoing, including diabetes mellitus, epilepsy, any degree of paralysis, amputation, lack of physical co-ordination,

  or

  visual impediment, muteness or speech impediment, or physical reliance on a dog guide or on a wheelchair or other remedial appliance or device

- a condition of mental retardation or impairment

- a learning disability, or dysfunction in one or more of the processes involved in understanding or using symbols or spoken language

- a mental disorder.

## APPENDIX B

## FACTORS HINDERING THE EMPLOYMENT OF DISABLED PERSONS[11]

Barriers: Despite the fact that many disabled persons are willing and able to work, they are blocked by a variety of factors which prevent them from competing for employment opportunities and from participating in the labour market. There are three principal types of barriers to employment: educational, transportation and work-related barriers.

Educational Barriers: Persons who are disabled are less likely than others to have an opportunity to obtain a quality education, particularly at the post-secondary level. Limited access to education is compounded by the attitudes of many parents and others who believe that a disabled person will never be capable of gainful employment; educating such an individual is seen as non-productive. The educational barriers which prevent disabled persons from competing in the job market on an equal basis with others are being removed.

Transportation Barriers: A disabled person seeking work is often faced with the problem of how to get to the prospective place of employment. Few public transportation systems are accessible to disabled persons; the mobility of these individuals is consequently restricted. The situation is improving in this area: the federal, provincial and local governments are taking steps to ensure that transportation barriers are reduced or eliminated.

Work-related Barriers: Many disabled persons who would like to work are blocked by barriers which prevent them from participating in the labour market. There are three major factors common to all work settings which prevent a disabled person from obtaining or maintaining employment. They are:

i Physical factors: These refer to the physical aspects of the workplace. Many disabled persons are unemployed because they simply cannot enter the premises to make a job application. If they are able to enter the building, the personnel office may not be accessible. Disabled persons who are fortunate enough to obtain employment are often not able to make use of cafeterias, training rooms or washroom facilities at the workplace.

ii Policies and practices: The procedures involved in the employment process itself may automatically eliminate potential job candidates. Requirements for a particular position may be unnecessarily elaborate. While a disabled individual may be qualified to perform a particular job, certain secondary aspects of that job may present difficulties and ultimately prevent him or her from carrying out the work at hand. The interpretation of safety regulations also acts as a barrier to employment.

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11) Source: Employment, Directions for Action. The Canadian Organizing Committee for 1982 the International Year of Disabled Persons, December 1981, P.7.

iii Attitudes: One of the greatest barriers faced by disabled persons is the attitude which emphasizes the disability as opposed to the capabilities of the individual. The misconception that disabled persons are unable to perform as competently or as productively as other employees is expressed by not considering such persons for employment, for promotion, for staff development or for supervisory responsibilities.

## APPENDIX C

## SOME SUCCESSFULL EXPERIENCES OF EMPLOYERS HIRING AND RETAINING DISABLED

The task force observed or read about numerous successful experiences of employers hiring and retaining disabled persons. In this Appendix some of these experiences are discussed. For the interested reader we suggest that reference also be made to Managing and Employing the Handicapped, The Untapped Potential Pati, Adkins and Morrison, Brace-Park: The Human Resource Press, Box 526 Lake Forest, Illinois 60045.

In North America E.I. Dupont de Nemours has been an innovator and leader in the provision of employment opportunities for disabled persons. As early as 1973 they published the results of a now famous study involving 1,452 disabled employees within their organization and, in 1982, they repeated the study and published a report entitled "Equal to the Task", which was based on a survey of 2,745 disabled employees in their employment. In the period of 10 years Dupont's handicapped population has increased by 89%, while their total employment has increased by only 13%. The types of impairments included in their survey were: allergies, amputees, epilepsy, hearing, heart, mental functions, non-paralytic autopedic, paralysis, respiratory, vision and other impediments (cancer, diabeties, hodgkin's disease, multiple sclerosis, muscular distrophy, hypertension). Many of the employees in the foregoing category already worked for Dupont and were retained by the company. However, during this same period Dupont greatly increased its efforts to recruit qualified disabled individuals, which resulted in a 60% increase in the number of employees hired as disabled. The results of their findings dispel many of the myths that traditionally surrounded the hiring of disabled persons.

- Insurance Costs: there was no increase in costs;
- Adjustments to Workplace: these proved to be minimal and included modifications such as lowering a desk or adding a ramp to the entrance of the building;
- Safety: it was found that 96% of disabled employees had average or better-than-average safety records on and off the job;
- Special Privileges: disabled employees did not want special privileges;
- Acceptance: every new disabled employee was enthusiastically received;
- Job Performance: in 1973 it was found that 91% of the disabled employees rated average or better-than-average and by 1982 this percentage had climbed to 93%;
- Attendance: in 1973 79% of disabled employees rated average or better-than-average with respect to their attendance and, by 1982, this percentage had climbed to 84%;
- Turnover: 93% of the disabled employees rated average or better-than-average with respect to their turnover;

- Interaction: there was no difference between the disabled and the non-disabled employees as far as their ability to work in harmony with others was concerned.

Similar Canadian findings were released in 1975 after the Canadian Chamber of Commerce surveyed its members and found that on the whole employers who had hired disabled persons had found them as good as or better than other employees. Here are their findings:

- Production Levels: 88.4% of the respondents felt that the level of production of physically disabled persons was the same as or better than other employees; 47.6% responded similarly about mentally retarded persons;

- Attendance: 91.6% of respondents stated that the attendance record of physically disabled persons were the same as or better than other employees; 75% responded similarly about mentally disabled persons;

- Length of Stay: 93.8% of respondents indicated that physically disabled persons stayed as long as or longer than other employees; 73% responded similarly about mentally disabled persons;

- Quality of Work: 95% of respondents stated that physically disabled employees performed as well as or better than other employees and 60.9% felt similarly about mentally disabled persons.

Finally, consider the views expressed at a seminar held in Toronto in 1976 by the Federal Department of National Health and Welfare, which built on the Chamber report where employers with personal experience indicated the following about disabled employees:

- they are co-operative;

- they are eager;

- they do not ask for special treatment;

- they have a good work attitude;

- they work hard;

- they are innovative;

- they are skilled;

- their attendance record is well above average.

The task force found in the course of our inquiry many examples of small employers who have integrated one or two disabled persons into their work setting. Most notable were:

- A specialized art and photo laboratory which, after considerable turnover of non-impaired dark-room specialists, hired a hearing-impaired individual who had been technically trained in dark-room operations. Hiring this individual caused the company to make certain accommodations. In particular, directives now have to be

given in a written form rather than verbally. The impact was significant; (whereas previously work often had to be redone), unnecessary errors were eliminated and productivity increased. By meeting deadlines, tension within the work setting was greatly reduced and overall there was a substantial improvement in morale. This positive experience led the employer to fill a vacancy in the art department with a second hearing-impaired individual. Again the experience has been similar, but extends beyond the workplace to some very positive experiences with the employer's clients.

- A medium sized package goods firm has, for over 15 years, hired disabled persons. They have built a close relationship with one of the rehabilitation agencies and rely very heavily on that agency, not only to supply them with employees, but also to provide the essential follow-up assistance. Today, they have eight disabled workers including their switchboard operator, who is blind, but who effectively operates a telephone system with over 80 interconnections, and a number of mentally disabled persons who work in their packaging and filling section. The turnover amongst the disabled employees has been extremely low, with some having worked for the firm for up to 15 years. Most of the workers come on public transit, taking bus trips of over one hour duration. They are never late for work and they are rarely absent. Clearly, the employer feels that the disabled workers have had a positive influence on everyone within their work force.

From a larger employer's perspective, the most comprehensive example of the benefits of a senior management commitment, the value of linkages with the rehabilitation and disabled community and the ability to overcome barriers are best illustrated by a recent program undertaken by the Municipality of Metropolitan Toronto. Metropolitan Toronto made a commitment to be an equal opportunity employer and, as a result, put in place a program to remove any and all barriers, both physical and systemic, that deny equal treatment to any person employed by, or seeking employment with, the Metropolitan Corporation. As a result of this commitment, the corporation was able to develop a three-pronged program that contained an extended employee rehabilitation component for existing employees, an internship component to provide up to three months job experience to disabled adults who had not previously had a work experience and a recruitment component to seek out and significantly increase the number of disabled individuals employed within the corporation. The proposed program was actively discussed with consumers and consumer groups and with the union.

Employee Rehabilitation Program

The program, which is administered by the corporation, offers assistance to metropolitan employees who are injured in the course of employment or who suffer other disabilities to attain modified and productive employment, taking into account their physical limitations.

The objectives of the program are to provide, within the corporation, employment alternatives including:

- returning to original position with slight modifications;

- filling a vacancy in an existing position compatible with the employee's disability;

- receiving on-the-job training for a position that can be filled by a disabled employee;

- providing specific, formal job-related development to prepare employees for careers compatible with their disability.

The implementation of the program required:

- the identification of special rehabilitation positions;
- the introduction of greater flexibility in work assignment;
- the broadening of retraining opportunities;
- the introduction of technical aids and reasonable workplace modifications.

Internship Program

The Metropolitan Corporation's Internship Program was designed to overcome restrictive limitations, which have often eliminated young disabled adults from gaining essential work experience. Accordingly, a total flexible program was designed, which could be tailored to individual employee requirements and, equally important, to specific requirements of each Metropolitan department. Under this program, interns could be hired for a minimum of three months, up to 24 hours a week, as casual employees. The goals of the Internship Program were:

- to provide work experience and evaluation to disabled adults of working age who, for any number of reasons, had been unable to obtain exposure to the workplace;

- to provide job references for persons and therefore enhance their potential employability;

- to provide Metropolitan staff with experience in hiring, and working with, disabled individuals.

Affirmative Recruitment Program

Characteristics of their affirmative recruitment program were as follows:

a) Promotion and Recruitment:

   - Outreach promotion and recruitment through consumer organizations and their publications, and other measures, such as brailled or taped job-calls.

   - Review of the application form presently in use, and revisions if necessary.

   - Liaison and co-ordination with consumers and consumer groups, and voluntary and non-voluntary organizations.

   - Assistance where required in filling out an application or completing a resume.

- Removal of physical barriers that prevent access to job interviews.

b) Candidate Selections:

- Training programs for interviewers.
- Implementation of positive screening techniques that result in qualified candidates being given access to competition.
- Education programs to sensitize examining boards with respect to the abilities rather than the disabilities of perspective candidates.

c) Education and Promotion:

- A strong educational and promotional program that will change and modify those attitudes that limit the opportunities for employment and advancement.

The Metropolitan Toronto program after a one-and-a-half year duration had the following results:

- Over 350 job enquiries were received.
- Two hundred and seventy-five individuals with every possible disability, visible and invisible, were interviewed.
- Ninety-nine job placements were made, and 45 of these were full-time positions.
- Disabled individuals were placed in such positions as librarian, urban planner, budget analyst, social worker, secretary, labourer and landscaper.
- Summer employment opportunities were provided to nine disabled university students who were in the process of studying law, economics and business;
- Forty-three internships were offered to persons with no previous work experience to work in 12 of the 14 Metropolitan departments.

The foregoing program is in its infancy, but even so, the findings are encouraging. They are as follows:

- Absenteeism for disabled employees is below the corporate average.
- There has not been a single day of lost time due to a job-related injury or accident for a disabled employee hired through the equal employment opportunity program.
- Expenditures for technical aid have been minimal, well below budgeted expectation and more than offset by the attendance and productivity results for these employees. There have been no excessive costs associated with hiring disabled persons.

- Certain corporate policies and practices have undergone positive results. The corporation has not had a single disability-related grievance from the outside union since undertaking this program. It is believed this has happened because all parties are beginning to realize the cost benefit from the employee rehabilitation program. Clearly, there is a feeling that, in these economic times, the corporation can ill afford to lose skilled workers, and the union is sensing a potential value in working for an equal employment opportunity employer.

## APPENDIX D

## SOME EXAMPLES OF CO-OPERATIVE VENTURES

During our investigation, we noticed increasing examples of co-operative ventures between unions and management addressing the issue of disabled employees. The following illustrate new approaches that have been initiated.

1) At the University Hospital in London, Ontario, a joint union-management committee was struck in 1981 to effect an affirmative action program for the hospital. Before being able to advertise to fill vacancies, the committee conducted a physical demands analysis of all positions in the institution and surveyed managers and directors through an attitudinal study. The result of this work benefited current employees who would become disabled and new employees entering into the hospital work force who were disabled.

2) At Inco, in Sudbury, the company signed a letter of understanding with Local 6500 of the United Steelworkers of America to establish a joint union-management committee to assist in the placement of partially disabled permanent employees of Inco. The committee is to consist of two union representatives and two management representatives. They meet once a month to:

   - review all placements of partially disabled permanent employees made by the Rehabilitation Co-ordinator and to make recommendations to the company regarding new and alternative placements;
   - make recommendations concerning the transfer of such employees;
   - advise in connection with the placement of the employees in training and rehabilitation programs sponsored by the Workers' Compensation Board.

3) In the Master Agreement between General Motors of Canada Limited and eight locals of the UAW which came into effect on October 15, 1979, the parties agreed under section 65 that:

   65(a) Any employee who has been incapacitated at his work by injury or compensable occupational disease, while employed by the Company, will be employed in other work on a job that is operating in the plant which he can do without regard to any seniority provisions of this Agreement, except that such employee may not displace an employee with longer seniority.

   (b) In the event of an employee suffering a major physical disability other than covered in Paragraph (65)(a) exceptions shall be made to the provisions of this Seniority Sections and Local Seniority Agreements in favour of such employee by agreement between Management and the Shop Committee.

## APPENDIX E

## ONTARIO'S APPROACH TO SPECIAL EDUCATION

### Basic Principles

Programs and services for all pupils in Ontario, including those who are exceptional, are supplied in accordance with the requirements of the Education Act and with the principles articulated in The Formative Years, Education in the Primary and Junior Divisions and Circular H.S.1. Those principles include the following:

1. Education is of paramount importance to the growth and development of children and youth.

2. The curriculum should provide opportunities for each pupil, to the limit of his or her potential, to:

   - acquire the basic skills fundamental to his or her continuing education;

   - develop and maintain confidence and a sense of self-worth;

   - gain the knowledge and acquire the attitudes that he or she needs for active participation in Canadian society; and

   - develop the moral and aesthetic sensitivity necessary for a complete and responsible life.

3. The responsibility for each individual's education is shared by pupils, parents, educators and trustees.

4. Expenditures on behalf of the education of exceptional pupils can be a wise investment in human resources. With educational intervention, these pupils may become more self-sufficient, mature and responsible citizens.

5. The general goals of education apply to special education as well. For the exceptional pupils, however, special teaching strategies, personnel, facilities and equipment may be required.

6. It is essential to identify and continually reassess a pupil's learning needs and abilities if an educational program is to be appropriate to the level of his or her development.

7. Continuous program evaluation and modification must be integral parts of the education of exceptional pupils.

8. Personnel with the required qualifications are necessary to provide special education programs for exceptional children.

9. Cultural, linguistic or socio-economic differences must not be the sole or primary determinant in identifying a pupil as exceptional.

## APPENDIX F

## ONTARIO BASED ASSESSMENT AND PLACEMENT MODELS

In recent years there has developed, often as a result of initiatives by the rehabilitation community, programs of pre-vocational assessment and co-ordinated placement, which have been designed to assist disabled persons to obtain competitive employment. In the course of the inquiry the task force learned of prevocational assessment programs in Kingston, Ottawa, Peterborough and Hamilton, and of co-ordinated placement programs in Belleville, Cambridge, Hamilton, London and Ottawa. In this Appendix we briefly outline these programs and consider their application to the needs of the employers and disabled persons.

The purpose of Pre-vocational assessment programs is to assist disabled persons to make the transition from a position of dependence to one where they have the ability to maintain themselves independently in the community. These programs are designed to assist disabled persons to adjust their thinking and self-conception, to build their confidence, to find and accept realistic vocational objectives, and to develop sufficient tolerance for a full day's work. Further, they are designed to nurture those indicators that employers utilize in making hiring decisions (Does the person arrive for work every day? Is he or she on time? Can that person maintain an adequate production rate? What about the quality of work? How does the person behave towards others - supervisors, co-workers?). Assessment programs that the task force observed expose the individual to the reality of actual work through work stations established within a competitive work setting or within the rehabilitation centre. Work stations provide an opportunity for the disabled person to not only develop realistic work goals, but also to actively participate in future career decisions. In the cities of Kingston and Ottawa between 100 and 150 possible work stations have been developed in each community through the co-operation and active participation of local employers.

The task force concluded that employer participation in community assessment programs is one of the most significant contributions that employers can make to overcome the historic disparity in the training and preparation of our disabled citizens and to increase the opportunities for disabled persons to find competitive employment.

Co-ordinated placement initiatives have been developed to improve both the employability and placement of disabled persons. The objectives of these co-ordinated efforts may be summarized as follows:

1. To identify continuing employment opportunities for disabled persons.

2. To sensitize employers and the general community to the abilities of disabled persons.

3. To co-ordinate rehabilitation service efforts among agencies into a comprehensive approach in the preparation and placement of disabled persons in employment.

4. To meet employers' specific requirements for trained job-ready employees.

5. To provide follow-up services to the individual employers.

6. To promote the development of new employment areas for disabled persons.

7. To provide public education in order to remove employment barriers that prevent the full integration in the labour market of most disabled persons.

To achieve a satisfactory level of co-ordination and co-operation, we found that certain principles have developed that are common to the various initiatives. In particular, we found:

1. Co-ordination must be community-based and must be accomplished at the local level.

2. Co-ordination must be initiated voluntarily and must have the commitment of all concerned.

3. The co-ordinating mechanism must recognize the autonomy of each participating agency.

4. Each participating agency must attempt to identify the barriers that would limit co-ordination with other agencies. Barriers will be found in political (interagency), administrative, professional and personal areas. Specific creative strategies must be designed to overcome these barriers.

5. There must be a high degree of trust among the participants.

6. Members should come only from directly relevant agencies.

Experience with these new co-ordinating efforts is somewhat limited. However, there is some evidence that co-ordination will bring about progress in:

1. removing the duplication of services;

2. eliminating inappropriate competition among agencies for job openings; and

3. overcoming problems of inappropriate placements.

Clearly, there are indications that on a community basis rehabilitation agencies are searching for means to co-ordinate their activities and streamline their linkages with employers. Amongst the employers we contacted, these trends are welcomed. They perceive that improved co-ordination should result in improved service for employers, more effective matching of job requirements and client skills in job placement, less duplication in employment canvassing, less confusion for employers with one known location to contact, and an ultimately higher profile for the disabled community.

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## TASK FORCE TEAM

The Task Force Team was composed of the following three persons who, during 1981, the International Year of Disabled Persons, actively participated in undertakings to promote employer initiative in advancing employment opportunities for disabled persons.

Jean Pigott - Chairman
Morrison Lamothe Inc.
Ottawa, Ontario.

Kevin Lamarque - Special Assistant to the
Honourable Robert Elgie, M.D.
Minister
Consumer and Commercial Relations
Province of Ontario.

Ronald Smith - Partner
Smith, Auld & Associates Ltd.
Toronto, Ontario.